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GERMAN MILITARY GOVERNMENT OVER EUROPE:

THE NETHERLANDS

Description

An analysis of the political, economic, social, and military controls which the Nazis established for the government and exploitation of The Netherlands.

30 November 1944

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This study is Part Three, Section Two, I, of the series

GERMAN MILITARY GOVERNMENT OVER EUROPE

the outline of which is as follows:

Part One. Principles and Methods of German Military Government over Europe

Part Two. German Controls in Occupied Europe

- I. The German Army in Occupied Europe
- II. The SS and Police in Occupied Europe
- III. Military and Police Tribunals in Occupied Europe
- IV. The Nazi Party in Occupied Europe
- V. Technical and Economic Troops in Occupied Europe
- VI. Economic and Financial Controls in Occupied Europe
- VII. Labor Controls in Occupied Europe
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Part Three. The German Occupation of Individual Regions

Section One. Areas of Military Administration

- I. Belgium
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Section Two. Areas of Civil Administration

- *I. The Netherlands
- II. Norway
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Section Three. Appended Territories (Nebenländer)

- I. The Protectorate of Bohemia-Moravia
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THE NETHERLANDS

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I. THE NETHERLANDS

A. THE STRUCTURE OF GOVERNMENT UNDER THE OCCUPATION

1. The Wehrmacht

When the capitulation of General Winckelman on 14 May 1940 brought an end to the five days of war in the Netherlands, the German Army obtained control over the entire country with the exception of the Province of Zeeland, where fighting continued for several days. The general pattern of military government in this area was that established for all territory conquered in the West by the Proclamation to the Occupied Territory issued by the Supreme Commander of the Army on 10 May 1940.1/

This decree established some general features of the occupation. Under the threat of most severe penalties it prohibited all acts of violence and sabotage (including injury to, or withholding of, crops, supplies, and installations of every description essential to the conduct of the war), the tearing down or damaging of official posters, and the hoarding of goods of every-day need. It demanded the surrender of weapons and other implements of war. It established military law for the punishment of the following acts:

a. Aiding non-German soldiers in the occupied territories.

b. Aiding civilians to escape into non-occupied territory.

c. Transmitting news to persons or authorities outside the occupied territory if such transmittal was prejudicial to the interests of the German Armed Forces and the Reich.

d. Communicating with prisoners of war.

e. Insulting the German Army and its commanders.

1/ Heeresgruppen-Verordnungsblatt für die besetzten Gebiete, 10 May 1940, p. 4.

f. Street meetings, distribution of leaflets, arrangement of public assemblies and parades without previous approval by the German Commander, as well as any other manifestation of hostility toward Germany.

g. Inducing work stoppages, malicious stoppage of work, strikes and lockouts.

The decree further provided for the continued operation of state and municipal agencies, police forces, and schools, and made the heads of the several agencies responsible for loyal conduct toward the occupying power. Other orders were that all shops, plants, stores, and banks should remain open in the interests of the population, that the orderly and equitable distribution of goods among the population should continue, and that traffic necessary for supplying daily needs should not be interrupted except for military considerations.

It prohibited all increase in prices, salaries, and remunerations of any kind above the level of the day. It established the official rate of exchange as 1.50 reichsmark per 1 Netherlands guilder, and provided that the Army and its members should pay for all purchases and services in cash, except for amounts exceeding 500 RM., which were to be paid for by certificates of goods received, to be redeemed by the German military administration. Other economic stipulations established price ceilings for nearly all commodities, limited private transportation (including motor cars and cycles) to cases authorized by special permit, provided for the requisitioning of Dutch stocks of gasoline and transportation, and established an occupation currency.

On the day of the capitulation, General Winkelman announced that the Queen had proceeded to London and that the Government had departed for a "safer place." The German attempt to land paratroops on airfields around The Hague to imprison the Queen and the political heads of state had been frustrated because of the resolute action of the Netherlands Army. The most important members of the Executive having fled, the plan of the Germans to deprive the attacked nation of political direction had miscarried.

On the other hand, the Germans found at their posts the various Secretaries General of the governmental departments, who formed a sort of cabinet ad interim under whose direction some semblance of administrative continuity was maintained.

At the completion of the occupation on 18 May 1940, Hitler issued a proclamation which established the basic pattern of administration in the Netherlands by the creation of a Reich Commissariat (see A 2, a.) and defined its relation to the military administration. In contrast to Belgium, Holland was placed under a civilian administration, evidently in an attempt to conciliate its population by giving them the preferential treatment due to their Nordic stock. The military command was limited to safeguarding the military security of the country.

By a decree of the Führer, dated 20 May 1940, General der Flieger Fr. Christiansen was appointed Commanding General for the Occupied Territories of the Netherlands. He was given authority to issue any regulation which he considered necessary for the military security of Holland. Any regulation which affected the civil administration had to be issued through the Reich Commissioner. The Military Commander was responsible for his actions to the German General Staff.

The Military Commander entered The Hague on 29 May 1940 and set up his headquarters in the building of the former Department of Defense. His headquarters were organized into three main sections: the Führungsabteilung, roughly comparable in the American Army to the G2 and G3 sections as well as the operational department; the

Oberquartiermeister, comparable to the Quartermaster Corps; and the Adjutantur, approximately the same as the Adjutant General's department. In addition to the three main departments, there were several offices directly connected with the Staff. These comprised the following: liaison officers with the Navy and Air Corps; a representative of Reich Marshal Göring as head of the Four Year Plan; a representative of the Heeresarchive, who took over Dutch military documents; a demobilization officer; the Judge Advocate; and the Signal Officer.

After the setting up of the German civil administration, the German Army played only a minor part in civil affairs, being limited to military operations and to civil matters touching directly upon strategic interests. In the last phase of the occupation, when Allied invasion seemed imminent, it was provided that the powers of the Wehrmacht commander would be somewhat expanded in case of the declaration of a state of emergency. (See below, W.)

2. Civil Government in the Netherlands

a. The Bureau of the Reich Commissioner

(1) The Reich Commissioner (Reichskommissar für die besetzten niederländischen Gebiete)

The office of the Reich Commissioner for the Occupied Netherlands was created on 18 May 1940.1/ The decree which designated Reich Minister Dr. Arthur Seyss-Inquart for this position was declared effective "as soon as I /Hitler/ shall recall the powers which I have given to the Commander in Chief of the Army." 2/

1/ Verordnungsblatt für die besetzten niederländischen Gebiete, 5 June 1940, p. 2. The Verordnungsblatt is hereafter referred to as Vbl. Nied.
2/ Ibid., p. 5.

In a supplementary decree the power of the Reich Commissioner was defined as having all the competence which, according to the constitution and laws of the Netherlands, was given to the monarch and the government. 1/ The right to issue decrees having the power of law was thus delegated to Seyss-Inquart. All German authorities, services, and agencies in occupied Netherlands, except the Army, were made subordinate to the Reich Commissioner. He was likewise given authority over the whole Dutch governmental administration, which had to carry out his instructions in the performance of governmental functions. 2/

In his initial proclamation of 25 May 1940, Dr. Seyss-Inquart announced that he had taken over the highest administrative authority in civil affairs in the Netherlands. He declared that he did not come as a military commander but as a direct representative of Hitler to safeguard German interests in the country. According to his statement these interests were primarily to secure order and stability in accordance with the Hague Convention, but also extended as far as the supervision of political life and developments. 3/ Thereupon he took immediate steps to establish and define the German civil bureaus and their functions. 4/

(2) The Commissioners General

The Reich Commissioner, with four Commissioners General, formed the highest German civil authority in the Netherlands. 5/ Their office was called the Bureau of the Reich Commissioner. Its personnel was completely German and controlled either directly or indirectly all the Dutch administrative bureaus, which in a large measure were staffed by loyal Netherlanders.

1/ Ibid., p. 8.
2/ Vbl. Nied., 5 June 1940, p. 3.
3/ Vbl. Nied., 5 June 1940, p. 7.
4/ Ibid., p. 15.
5/ Ibid., p. 11.

(a) The Commissioner General for Administration and Justice (Generalkommissar für Verwaltung und Justiz). Dr. Friedrick Wimmer, Commissioner General for Administration and Justice, supervised the Dutch Departments of the Interior and Justice, which included matters pertaining to national governmental administration, legislation, national planning, municipal administration, governmental personnel, education and culture, public health, and juvenile social welfare.1/

1/ Vbl. Nied., 5 June 1940 p. 12.

He also had the special duty of looking after the protection and education of German nationals in the Netherlands.

(b) The Commissioner General for Public Safety. (Der Generalkommissar für das Sicherheitswesen). The Higher SS and Police Leader, SS Gruppenführer Walther Rauter, who was appointed Commissioner General for Public Saftey, had charge of all the armed SS and German police units in the Netherlands.

(c) The Commissioner General for Finance and Economics. (Der Generalkommissar für Finanz und Wirtschaft). Dr. Hans Fischboeck, Commissioner General for Finance and Economics, had charge of all matters pertaining to the Departments of Finance, Economics, Public Works, and Social Affairs (except juvenile welfare), and matters pertaining to the Dutch Postal system. Thus such important institutions as the Netherlands Bank and the Netherlands Postal, Telegraph, and Telephone System fell under his control.

(d) The Commissioner General for Special Tasks (Der Generalkommissar sur besonderen Verwedung). The office of Commissioner General for Special Tasks was held by Reichsamtsleiter Fritz Schmidt, who was succeeded by W. W. Ritterbusch. He was charged with responsibility for propaganda (press, radio, theater, moving pictures, music, art, etc.). He supervised all non-economic organizations and controlled organized Dutch and German political life. He was therefore head of the National Socialist German Workers' Party (National Sozialistische Deutsche Arbeiterpartei -- NSDAP) in The Netherlands. The Reich Commissioner also reserved the right to delegate to the Commissioner General any special task.

(3) Special Offices Working Directly for the Reich Commissioner Alone

Special offices working under the immediate direction of the Reich Commissioner were:

(a) The representative of the German Foreign office (Gezant Otto Bene).

(b) The delegate to the Netherlands Bank Ministerialdirektor z.b.V., Staatsrat H.C.H. Wohlthat, later replaced by Dr. Albert Buhler).

(c) The Presidential Section of the Bureau of the Reich Commissioner (headed by Ministerialrat Dr. Hans Presbergen).

The latter section dealt with the internal affairs of the Office of the Reich Commissioner such as the personnel of all bureaus and establishments of the Reich Commissariat, budgetary matters, and the publication and dissemination of decrees and pronouncements. This section was further divided into the following offices: the Central Chamber (Centrale Kas), the Personal Cabinet (Kabinet), and the Main Office (Hoofd Bureau). Among them the following offices were distributed: General Affairs, Personnel, Accounting, and Finance.

3. Dutch Civil Administration under German Control

a. The National Administration.

Below the upper stratum of German civil administration, i.e., the Bureau of the Reich Commissioner, Dutch administrators were permitted to function. The Dutch administrative structure, which to all appearances remained intact, was intended merely as a façade for German penetration. The Germans attempted to control the entire civil rule of the country either directly through NSB members assigned to the administrative offices or indirectly through compulsion.

(1) The Secretaries General

When the Queen and her Ministers fled to London on 14 May 1940, the Secretaries General of the Departments of State, all of whom remained at their posts, became the highest Dutch civil authorities in the Netherlands. While the Ministers owed their tenure to the support of a majority in the Second Chamber, the Secretaries General were career men and capable technicians. A change in the ministry did not effect their positions.

When civil administration was reinstituted in the Netherlands, Seyss-Inquart kept the Secretaries General in their

posts. The sole immediate change was that they were made fully responsible to the Reich Commissioner.[1]

In time the powers of the Secretaries General were greatly augmented. They became heads of their departments and were permitted to issue decrees on matters pertaining to their own departments.[2] Later the Reich Commissioner decreed that the Secretaries General could be appointed, installed, and dismissed only by himself.[3] Thus the Reich Commissioner consolidated his power over the Secretaries General. In spite of severe restrictions, the Secretaries General stayed on in the belief that they could thus further Dutch interests.

The Reich Commissioner first exercised his authority to replace a stubborn Secretary General with a more co-operative civil servant in August 1940. This initiated a series of replacements, in which all new appointees were members of the NSB or well-known pro-German figures. Loyal Dutch civil servants remaining in office found themselves so isolated that at least two of them no longer had any direct contact with the German authorities.

Other changes in the departments of state pertained to the reorganization of functions. The Departments of Defense and Colonies were liquidated. The Department of Education, Arts, and Science was split up into (a) the Department of Education, Science, and Protection of Culture, and (b) the Department of Public Enlightenment and Arts.[4]

(2) The States General

In a government under German control, there was no place for a popular representative legislative assembly. On 5 June 1940 both Chambers of the States General were suspended until further notice,[5] and on 12 August 1941 the members of

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1/ Vbl. Nied., 5 June 1940, p. 3.
2/ Vbl. Nied., 22 June 1940, p. 55; 1 November 1940, p. 559; 3 March 1941, p. 137.
3/ Vbl. Nied., 24 August 1940, p. 338.
4/ Vbl. Nied., 26 November 1940, p. 605.
5/ Vbl. Nied., 22 June 1940, p. 54.

the States General were officially relieved of their duties.[1]

(3) The Council of State (Raad van State)

The Council of State had the task of advising the Queen on all legislative matters and of reviewing all laws proposed by the Council of Ministers or Parliament and could, when asked, give direct advices to the department heads. The Queen, chairman of the Council of State, appointed the members for life.

After the occupation there was no longer any reason for the existence of the Council of State as the Queen and parliament were no longer functioning, and on 5 June 1940 it was suspended.[2] On 6 July 1940 a new task was given to the Council of State -- to advise the Secretaries General.[3]

b. Provincial Administration

(1) The Commissioners of the Provinces

Before the invasion the Commissioners of the Queen for the Provinces represented the Queen's interests in provincial affairs. After the invasion this official became the Commissioner for the Province. Many of the old Commissioners retained their posts and only gradually were their places taken by Dutch Nazis.

The Reich Commissioner then placed his own direct representative in the office of each Provincial Commissioner.[4] This German plenipotentiary had full supervisory jurisdiction over all matters which came within the purview of the Commissioner, including matters pertaining to the municipalities in his province (the three largest cities had separate plentipotentiaries).

1/ Vbl. Nied., 12 August 1941, p. 638.
2/ Vbl. Nied., 5 June 1940, p. 15.
3/ Vbl. Nied., 9 July 1940, p. 36.
4/ Vbl. Nied., 5 June 1940, p. 15.

Matters pertaining to public safety in the provinces did not come within the competence of the Commissioner or the German plenipotentiary but were controlled directly by the Commissioner General for Public Safety.1/

(2) Provincial Representative Assemblies

In line with the policy of eliminating all representative assemblies, the Provincial States and the Deputized States were suspended on 12 August 1941 and the members were relieved of their duties.2/ The Commissioner of the Province was given the power formerly enjoyed by these assemblies and was assisted by two bodies which followed the pattern of the old Provincial States and the Deputized States.3/

(a) The Councillors of the Province (Raadslieden der Provincie). The Councillors of the Province took the place of the Provincial States although the membership of the new body was one-third of that of the old.

(b) The Administrative Advisers (Bestuurs Raden). A body of administrative advisers took the place of the former Deputized States. Its membership was constituted of no more than six and not less than two men -- a number which corresponded to the membership of the old Deputized States. Both these bodies served the Commissioner of the Province in an administrative and advisory capacity.

c. Municipal Government

(1) The Burgomasters

The burgomasters of the municipalities, who had been appointees of the Crown and whose power was exercised through the Department of the Interior, became representatives of the

1/ Vbl. Nied., 5 June 1940, p. 15.
2/ Vbl. Nied., 22 June 1940, p. 54.
3/ Vbl. Nied., 12 August 1941, p. 637.

Reich Commissioner. The Reich Commissioner, by decree, assumed the power to appoint all burgomasters in municipalities of over fifty thousand inhabitants and in the provincial capitals, and reserved the right in special cases to appoint the burgomaster of any other municipality.[1] The Secretary General of the Interior was given the power to appoint all other burgomasters. The immediate supervisory authority of the burgomaster was the Provincial German Plenipotentiary.[2] In the case of Rotterdam, The Hague, and Amsterdam, however, the Reich Commissioner appointed special German plenipotentiaries who exercised immediate supervisory control over the local burgomaster.[3]

The Nazis used the position of burgomaster to reward many pro-German Netherlanders. Many of these appointees were not qualified for the position and in several notable cases they succeeded in creating chaos in local administration.

(2) The Municipal Council and the College of Burgomaster and Aldermen

As a result of internal disorders in several municipalities in March 1941, the German authorities issued a decree which a abolished in these towns the College of Burgomaster and Aldermen and also the Municipal Council. A Government Commissioner assumed the functions of municipal administration.[4] He was frequently the old burgomaster if he could be used to the advantage of the Nazis, and was assisted by a body of advisers. The policy of abrogating existing municipal administrative bodies was extended to other municipalities until the dissolution of all municipal colleges and councils on 12 August 1944.[5]

1/ Vbl. Nied., 24 August 1940, p. 338.
2/ Vbl. Nied., 5 June 1940, p. 15.
3/ Ibid.
4/ Vbl. Nied., 3 March 1941, p. 137.
5/ Vbl. Nied., 3 March 1941, p. 137; 6 March 1941, p. 138; 20 May 1941, p. 368.

The basic Municipal Government Decree of 12 August 1941 provided for the following:

(a) The burgomaster was invested with responsibility for the proper functioning of local administrative matters.

(b) From two to six aldermen, appointed by the burgomaster, were charged with the daily administration of municipal departments.

(c) Municipal councillors (Raadslieden) were appointed by the burgomaster and took the place of the old Municipal Council. The number of councillors appointed totaled one-half minus one of the membership of the old Municipal Council. It was purely advisory.

B. POLITICAL PARTIES

1. The Pre-war Political Scene in the Netherlands

The pre-war political scent in the Netherlands was characterized by a multiplicity of political groups. In the last national election (1937) there were twenty political parties which presented lists of candidates. Ten of these parties were successful in obtaining seats in the national parliament. The raison d'être of several of these political factions was not their holding of distinctive political tenets but the fact that groups once organized wished to preserve their historic political independence. The strength of the groups which placed representatives in the national parliament was stabilized and solidified by the system of proportional representation which was adopted in 1918. As a result of this stabilizing element, party strength in the years from 1918 to 1939 remained static.

The multi-party system always creates a political secne in which no one party is strong enough to control a majority in the national parliament. This situation necessitates a coalition government. In the Netherlands such coalition ministries were usually constituted by representatives of the Catholic and the two Protestant parties. However, due to the emergency and the series of cabinet crises which preceded the invasion, a coalition ministry was constituted on a broad political basis which for the first time in the history of Dutch politics included Socialist representation.

The political parties which were represented in the last session of the Second Chamber (1940), their main political principles and the percentage of the seats they held were as follows:

a. The Roman Catholic State Party (Roomsch-Katholieke Staatspartij) was the largest Dutch party. It had a conservative and a progressive wing. The Confessional element kept the party intact. (31 percent)

b. The Social Democratic Labor Party (Social Democratische Arbeiderspartij) was a moderate constitutional socialist party (23 percent)

c. The Anti-revolutionary Party (Anti-Revolutionaire Partij) was a Calvinist party under the strong leadership of H. Colijn. It wished to apply Calvinistic principles to political, social, and economic life. (17 percent)

d. The Christian Historical Union (Christelijke Historische Unie) was not much different from the Anti-revolutionary party, but had a moderate Leftist wing supported by a group of young Protestants. (8 percent)

e. The Liberal Democratic Union (Vrijzinnig Democratische Partij) was a faction of the old Liberal Party. It advocated progressive social reforms. (6 percent)

f. The Liberal States Party (Liberale Staatspartij) was the remnant of the old Liberal Party. Its program called for free trade and maintenance of individualism. (4 percent)

g. The National Socialist Movement (Nationaal Socialistische Beweging) was an imitation of the German Nazi Party. Its favored anti-Semitic measures, a dictatorship, and a corporative state. (4 percent)

h. The Communist Party (Communistische Partij) was the Dutch section of the Third International. (3 percent)

i. The Christian Democratic Union (Christelijke Democratische Unie) was a small party which advocated a kind of religious socialism. (2 percent)

j. The Constitutional Reformed Party (Staatkundig Gereformeerde Partij) was a small conservative protestant party. (2 percent)

2. Existing Political Parties Brought under German Control

With the execption of the Social Democratic Labor Party (which after refusal to collaborate was put under the control of Nazi Rost van Tonningen and formally dissolved in October 1940), all other important parties continued to exist under the occupation for more than a year. 1/ Their activities were, naturally, strictly circumscribed. With the exception of the pro-Nazi National Socialist Movement (NSB), not one of the important parties collaborated with the Germans.

In the early period of the invasion political leaders were stunned. In this period some efforts were made by

1/ Vbl.Nied., 5 July 1941, p. 513.

political leaders to meet the Germans halfway in order to preserve at least something of the independence of the Netherlands. On 1 July 1940, representatives of all the important political parties, under the leadership of H. Colijn, the former Minister-President and one of the strong figures of the Netherlands, met to draw up plans for political activity under German rule. The convention issued a manifesto which stated that, while the independence of the Netherlands state under the leadership of a restoration of the House of Orange was an unassailable axiom, in the meantime the parties were willing to collaborate partly with the Germans. The Germans were not willing to accept this principle and, since several parties were not willing to co-operate with the Germans unless this premise was accepted, the movement failed. In the meantime another committee was formed under Linthorst Homan, the Queen's former Commissioner for the Province of Groningen. The committee adopted the name "Unity Movement" and later became known as De Nederlandsche Unie (the Netherlands Union). It was headed by a triumvirate. No definite political platform was adopted, but the movement tried to come to an agreement with the Germans without conceding to much. Membership increased rapidly among all classes and sections of the country. In less than a year it boasted of more than eight hundred thousand adherents. In its expressions of policy the Unie frequently was at grips with the NSB. On the other hand, some of its ideas came dangerously close to New Order concepts. The loyalty of the leaders of the Unie was never suspected by the Dutch officials in exile. Later the Netherlands Unie became increasingly anti-Nazi. The Germans allowed the Netherlands Union to continue its restricted activities for slightly more than a year. Then it was entirely dissolved by the occupation authorities.

3. The National Socialist Movement (National Sozialististische Beweging -- NSB)

a. The Development of the NSB

The National Socialist Movement was the only political party in the Netherland which advocated a close collaboration with Nazi Germany. True, there were several very small groups, such as the National Front and the National Socialist Netherlands Workers' Party, which advocated similar principles, but these pro-Nazi factions merged with the NSB soon after the occupation of Holland. The NSB was founded in 1931 by Anton A. Mussert but did not play an important role in pre-war Dutch politics. Its membership was in a large measure made up of dissatisfied and personally ambitious people. At the time of its greatest strength (1936) the party succeeded in obtaining 6 percent of the votes of the electorate in provincial and municipal elections. This was, however, the maximum growth. The more radical and aggressive Germany became, the less support the NSB obtained in the Netherlands.

The Germans never made full use of the NSB. In the early period of occupation, the German civil authorities hoped to win over the population of the Netherlands to Nazism, and the Germans knew that this would never happen by promoting the NSB for in the eyes of loyal Dutchmen the members of the NSB had proved to be traitors at the time of the invasion. They were hated much more by the population than were the Germans themselves. The Nazis showed their gratitude to the NSB, not by giving them full control, but by assigning them some positions in the administration.

The Germans did not introduce wholesale replacement of administrative personnel, but posts which became vacant were given to members of the NSB or other German sympathizers. An illustration of the extent of this penetration is the statement of the Burgomaster of Rotterdam that the number

of NSB members among the twenty thousand municipal office-holders of that city had increased from thirty in 1941 to twelve hundred in 1943.

b. The Organization of the NSB

(1) Functional Organization

The NSB maintained an elaborate organization. Its headquarters were originally at Utrecht but they were later transferred to The Hague and finally moved to Hilversum. The headquarters were divided into seventeen functional sections, roughly corresponding to the Dutch departments:

(a) Registration of Members
(b) Finance
(c) Press and Propaganda
(d) Social Affairs
(e) Public Health
(f) The Netherlands Labor Front
(g) Agriculture, Horticulture, and Fisheries
(h) Netherlands East Indian Affairs
(i) General Affairs
(j) Training
(k) Organization
(l) Education
(m) Technical Affairs (matters coming under Waterstaat)
(n) Arts
(o) Dutchmen Abroad
(p) Film
(q) Administration

In addition to these sections there were special units which were attached to the headquarters. These were the semi-military Defense Section (De Weer Afdeeling--WA), (see V 2, b (2)); youth organizations for boys and girls, the National Youth Storm (Nationale Jeugdstorm--NJS) and Meta, (see S 2, a and S 2, d); and the National Socialist Women's Organization (Nationaal Socialistische Vrouwen Organizatie--NSVO).

(2) Regional Organization

(a) Districts, Areas, and Sub-areas. The regional party organization of the NSB as of 15 May 1943 comprised seventeen districts, which were divided into seventy-two / or seventy-eight /areas (kringen) and sub-areas (onderkringen), which were in turn sub-divided into nine hundred / groups.

The seventeen districts included the eleven provinces of Holland, the municipalities of Amsterdam, Rotterdam, and The Hague, and two Districts in Germany and one in Belgium. It was the intention of the NSB leaders to establish an area or group in Germany wherever there were a number of Netherlanders who were NSB members. On 15 May 1943 there were two main districts, Northeast Germany and West Germany. No sub-areas were known in District "Belgium."

The division of districts into areas was as follows:

i. District Groningen
- (i) Groningen-city
- (ii) Hunzingo-Fivelingo
- (iii) Oldambt-Duinswold
- (iv) Westerkwartier
- (v) Veenkolonien-Westerwolde

ii. District Friesland
- (i) Oostergo
- (ii) Westergo
- (iii) Zevenwolde(n)

iii. District Drente
- (i) Drente-North
- (ii) Drente-South
- (iii) Zuiderveld

iv. District Overijssel
- (i) Noord-Overijssel
- (ii) Salland
- (iii) Twente
- (iv) Land van Vollenhoven

v. District Gelderland
- (i) Ijsselstreek
- (ii) Veluwe
- (iii) Betuwe
- (iv) Graafschap
- (v) Geldersche Achterhook
- (vi) Nijmegen (Rijk van Nijmegen)

vi. District Noord-Holland
- (i) Kennemerland
- (ii) Zaanstreek
- (iii) Nieuwer-Amstel
- (iv) Meerlanden
- (v) Gooi
- (vi) Noorder-kwartier
- (vii) Waterland
- (viii) Wester-kwartier
- (ix) Texel
- (x) West-Friesland
- (xi) Wieringerwaard
- (xii) Den Helder

vii. District Zuid-Holland
(i) Zuid-Holland Islands
(ii) Dordrecht
(iii) Alblasserwaard
(iv) Leiden
(v) Delfland
(vi) Rijnstreek
(vii) Ijsselstreek
(viii) Gouda

viii. District Utrecht
(i) Vechtstreek
(ii) Utrecht en Ommelanden
(iii) Geldersche Vallei

ix. District Amsterdam
(i) Amsterdam-North
(ii) Amsterdam-Center
(iii) Amsterdam-East
(iv) Amsterdam-West
(v) Amsterdam-South
(vi) Nieuwer-Amstel

x. District Rotterdam
(i) Rotterdam-Center
(ii) Rotterdam-South
(iii) Rotterdam-East
(iv) Nieuwe Waterweg
(v) Schipperskring

xi. District The Hague
(i) The Hague-Center
(ii) The Hague-West
(iii) The Hague-South
(iv) The Hague-East
(v) The Hague-Zuiderpark
(vi) Scheveningen

xii. District Zeeland
(i) Walcheren
(ii) Zeeuwsch Vlaanderen
(iii) Beveland
(iv) Zeeland-North

xiii. District Noord-Brabant
(i) Breda
(ii) 's Hertogenbosch
(iii) Eindhoven
(iv) Bergen op Zoom
(v) Helmond
(vi) Roozendaal
(vii) Tilburg

xiv. District Limburg
(i) Mijnstreek
(ii) South-Limburg
(iii) Middle-Limburg
(iv) North-Limburg

xv. District "Germany" (North and East)
(i) Berlin
(ii) Hamburg
(iii) Braunschweig

xvi. District "Germany" (West)
(i) Köln
(ii) Munchen-Gladbach
(iii) Cleve
(iv) Duren
(v) Duisburg

xvii. District Belgium
(i) Brussels

(b) Groups. The nine hundred groups more or less equalled the number of municipalities. Amsterdam, Rotterdam and The Hague were districts and were subdivided into areas. In larger municipalities there were a number of groups, and in the less densely populated areas, groups were made up of peopel from several municipalities within the same area or sub-area. In general, about twelve groups were organized into an area, but in larger communities the size of the group varied considerably.

(c) Party Functionaries. The party functionaries for the district were as follows:

District leader
Acting District leader
District organizer, provincial inspectors
District propaganda leader
District training leader
District representative for social affairs
District treasurer
Administrative inspector
Leader Court of Discipline
Agrarian councillors

The most important of these were the district leader, the training leader, and the propaganda leader.

The areas had approximately the same type of functionaries as the districts. They were as follows:

Area-leader (kring-leider)
Acting area leader
Area organiser
Propaganda leader
Area training leader
Area administrater
Area treasurer of
Representative/social affairs
Inspector general supervising members

If the areas were divided into sub-areas, they were headed by sub-area leaders (onderkringleiders) who had responsibilities corresponding to those of similar area

leaders. In this way an organization was created in which similar functionaries acted on each level.

c. German Recognition of the NSB

After the Dutch recovered from their initial stunning blow, active resistance to Nazism bece organized. The Germans thereupon began to drop the outward appearance of conciliation and to promote NSB members in the government of the Netherlands. Several Secretaries General, Commissioners of the Provinces, and many minor officials were replaced by NSB members. However, the Nazis steadfastly refused to establish a quisling government in Holland. N ot until 14 December 1942 did Musert and his party obtain some sort of official recognition. On that day the Reich Commissioner announced that Mussert was appointed "Leader of the Dutch People" and that the NSB was to be "the only agency of political activity in the Netherlands". 1/

In spite of the newly acquired title, the power of the NSB was merely nominal. The influence of the party was limited to the right of advising the German civil authorities in personnel and administrative matters. The leaders party / received no special executive power and were not even given the power to advise Dutch governmental officials directly.

This grant of limited authority moved Anto Mussert to set up a personal cabinet and a Secretariat of State on 14 February 1943. The personal cabinet was orginally headed by Jhr. D. de Blocq van Scheltinga, who was promoted to a higher post on 8 August 1944. No successor has been reporte Dr. J. H. Carp was head of the Secretariat of State. Death, dismissal, and resignations caused many changes in the Secretariat since its foundation, but on 1 September 1944 the following prominet members of NSB belonged to the Secretariat: G. van Geelkerken: (Deputy leader of the NSB) National Security

1/ Vbl.Nied., 30 January 1944, p. 63.

Dr. F. E. Mueller: (Mayor of Rotterdam) Home Affairs

Prof. Dr. J. Jeswiet: Education (acting)

M. M. Rost van Tonningen: (Secretary General for Finance, President of the Netherlands Bank) Special Economic Matters, Dutch East Company

Engineer W. L. Z. van der Vegte: (Director General of the Postal Service) Public Works and Transport

P. F. Tammens: (Mayor of Groningen, Supervisor of the Landstand) Agriculture and Fisheries

Dr. Ing. W. A. Herweyer: Radio

Dr. D. Hannema: (Director Museum Boymans, Rotterdam) Museums

Dr. A. M. N. de Ranitz: Public Enlightement

C. van Ravenswaiy: (Mayor of Utrecht) Social Affairs

H. J. Woudenberg: Netherlands Labor Front

M. Meuldijk: Netherlands Labor Service

H. W. Muller Lehning: Special Institutions, including non-commercial associations and foundations

F. W. van Vloten: (Burgomaster of Delft and head of the Winter Help) Netherlands People's Service

F. H. M. Ouwerling: Libraries

In addition to selecting his personal cabinet and his Secretariat of State, from time to time, Mussert appointed groups of special advisors, all of whom were prominent Party members and many of whom held other positions in the Party hierarchy.

d. Difficulties in the NSB

The NSB, hated by all loyal Netherlanders and denied any real power by the Germans, was torn by factional strife. Anton Mussert's position as "Leader of the Dutch People" was contested by three powerful rivals. M. M. Rost van Tonningen, Secretary General of Finance, President of the Netherlands Bank, and President of the Netherlands East Company, was his chief rival. J. J. Feldmeyer, leader of the Netherlands SS, who favored annexation of the Netherlands by Germany, was another of the most vocal of his opponents. Another aspirant to leadership was van Rappard, leader of the small pro-German National Socialist Netherlands Workers Party, which merged with the NSB in October 1941.

4. The National Socialist German Workers' Party (National Sozialistische Deutsche Arbeiterpartei --NSDAP).

Before the Germans occupied the Netherlands, no official German Nazi party existed in the country since the Dutch Government did not allow the establishment of any foreign political party. The German colony, however, was very well organized and controlled by Berlin, and consequently was able to help the German Army actively the moment Holland was invaded. After the occupation, this group formed the nucleus of the German and particularly the National Socialist influence in the Netherlands. The Nazi Party headquarters sent Stabsleiter Ruberg to The Hague to organize the party. He set up an organization corresponding to the standard German pattern. Local Groups (Ortsgruppen) were established and County Inspectors (Kreisinspekteuren) were appointed.

The German Nazi Party in Holland was originally founded as the National Group of the Foreign Organization (Landesgruppe der Auslandsorganisation). However, in line with the German policy of preparing Holland for incorporation into the Greater German Reich, the Landesgruppe was soon taken out of the Auslandsorganisation (15 October 1940) and an Arbeitsbereich der NSDAP in den Niederlanden was instituted, thus making the NSDAP in the Netherlands an independent entiry. Its control was vested in the Reidh Commissioner, who delegated his authority to the Commissioner for Special Tasks, Hauptbereichleiter Schmidt. After Schmidt died mysteriously in France in the spring of 1943, the new Commissioner for Special Tasks, Willie Ritterbusch, took over the leadership of the Arbeitsbereich. As soon as the NSDAP attained the status of an Arbeitsbereich, a vigorous campaign was instituted to increase its influence in the German community and also to prepare the Netherlands for its place in the "Great German Community." For this purpose Local Offices (Geschäftsstellen)

were created and Centers (Kreise) were set up in all strategic places.

The NSDAP remained comparatively small. The total number of German nationals in The Netherlands in 1930, the last official census, was 101,955, and, although this number increased greatly between 1930 and 1940, more than half of the newcomers were refugees and were therefore not potential National Socialists. The Party's influence, however grew immensly during the occupation and there was practically no field in which it did not exercise control, either directly or indirectly. Social and propaganda activities carried out by subdivisions of the Party were the principal tools used to promote its interests.

a. The National Socialist Welfare Organization (National Sozialistische Volkswohlfahrt--NSV)

One of the most important subdivisions of the NSDAP was the National Socialist Welfare Organization, which was designed to help German nationals in The Netherlands, for example, those who were bombed out in the air attack on Rotterdam. The NSV also attempted to convince the Dutch people of German humaneness by organizing the Winterhilfe for German nationals and by assisting in the establishment of the Winterhelp, a similar organization for Dutch nationals. (See R 1,a. Its main task, however, continued to be to care for the Germans in the Netherlands. Its activities included sending German children to the country in the summer, caring for German mothers, founding kindergartens, and assisting any German family in need of help.

b. The National Socialist Women's Organization (National Sozialistische Frauenschaft--NSF)

The National Socialist Women's Organization duplicated in some measure the work of the NSV. Its principal function was to maintain schools for instruction in home economics and

to provide assistance for mothers (Mutterdienst). Wives of the Dutch SS members were required to attend courses offered by the NSF. It co-operated closely with the Dutch National Socialist Women's Organization. (See B 3, b(1).)

c. The German Labor Front (Deutsche Arbeitsfront)

The principal function of the German Labor Front was to train German youth for skilled labor. It worked closely with the German organization, Strength through Joy (Kraft durch Freude).

d. The Hitler Youth (Hitler Jugend)

Close co-operation existed between the Hitler Youth and the Dutch Nazi National Youth Storm. (See S 2, a.) They organized many joint meetings and outings.

e. The Department of Propaganda and Education

NSDAP propaganda was pointed chiefly toward bringing the Dutch people to accept National Socialism. For this purpose they organized meetings and gave many popular lectures in co-operation with the NSB. Since the German school was the chief tool of Nazi propaganda among German youth, teachers in these schools were required to become members of the National Socialist Teachers' Organization, which was under the supervision of the Department of Propaganda and Education.

5. Fasci Italiani Di Combattimeto

The only other foreign party legally permitted in the Netherlands was the Fasci Italiani di Combattimento, the Fascist party composed of Italian nationals. The number of Italian nationals in the Netherlands before the war was so small that in the last official census (1930) they were not listed as a separate foreign nationality group. After the fall of Mussolini and following the surrender of Italy, the party was temporarily suspended, but on 13 September 1943 it was refounded as "The Republican Fascist Party." On 16 September 1943, after all Italian consulates in Holland were closed, it took over the supervision of the interests of Italian nationals in the Netherlands.

C. THE JUDICIAL STRUCTURE

1. The Pre-War Judicial System in the Netherlands

The judicial system of the Netherlands is based upon the organization introduced by Napoleon. The basic organization, with a series of elaborations and alterations, was regularized in the laws of 5 July 1910 and 27 May 1938. These two laws formed the legal basis of the judicial system in force until the invasion of Holland by the Germans.

a. The Civil and Criminal Court System

The judicial structure comprises four principal courts: local courts (Kanton Gerechten), district courts (Arrondissements Rechtbanken), regional courts (Gerechtshoven), and the Supreme Court (Hooge Raad). Members of these courts are appointed by the Queen. Members of the Supreme Court are selected from a list presented to the Queen by the Second Chamber of the States General; the members of all other courts are selected from a list presented by the Minister of Justice.

(1) Local Courts (Kanton Gerechten)

There are sixty-two local courts in The Netherlands. The area in which a local court exercises its jurisdiction is regulated by law. One judge and a public prosecutor (Ambtenaar van het Openbaar Ministerie) are assigned to each court. The following cases come within the purview of the court:

(a) Civil matters: All small personal matters involving damages, rent, wages, interest, maintenance or repair of real estate involving claims of no more than 200 guilders, labor agreements, leases, sales, slander, evacuation of buildings, and rental claims not over 200 guilders. Appeal to a higher court is possible only when the amount involved in the suit exceeds 50 guilders.

(b) Criminal cases: Cases of robbery, violations over which no other judge has jurisdiction, claims for

indemnification of costs not exceeding 50 guilders. Appeal to a higher court is possible only when the sentence is a fine of more than 25 guilders.

Cases of rents and leases are handled in a special session of the local court by the local judge sitting in the rent and lease chamber. In such cases the judge is assisted by two civilian experts, appointed by the Crown.

Each local court advises the Queen on petitions for pardon in cases in which it has imposed the sentence.

(2) District Courts (Arrondissements Rechtbanken)

There are nineteen district courts in Holland. The area in which each court exercises its jurisdiction is regulated by law. The personnel of each district court consists of a president, vice president, six judges, four deputy judges, a public prosecutor (Officier van Justitie), two assistant public prosecutors (Substituut Officieren van Justitie), clerks, and substitute clerks. The district courts are organized into several departments to which the judges are assigned. These departments are as follows: civil affairs, criminal cases, juvenile matters, and suits requiring an immediate decision resulting in a temporary injunction. In addition to these departments, there is one special chamber consisting of a single judge in each court which deals solely with expediting criminal cases. The judge assigned to this chamber is called the politie-rechter (police judge).

District courts have jurisdiction over the following cases

(a) Civil matters

i. In first instance: cases involving jurisdictional differences between local courts, claims not exceeding 400 guilders, lawsuits concerned with moveable property, boundary lines, and property rights.

ii. Appeal: cases in which the initial decisions are eligible for higher appeal and which have been tried by the local court.

iii. Retrial of cases reversed by the Supreme Court, which acts in the capacity of a court of eassation.

(b) Criminal cases.

i. In first instance: cases involving jurisdictional differences between local courts; violations of law, concerned with begging, vagrancy, and prostitution; violation of laws regarding taxation; judgments for indemnification of costs and damages to the injured party providing the judgment does not exceed 150 guilders.

ii. In higher appeal: judgments eligible for appeal and which were given by the local court in first instance.

iii. Retrial of cases which the Supreme Court designates as belonging to the district courts. Each court advises the Queen on petition for pardon in cases judged by that court.

(3) Regional Courts (Gerechtshoven)

There are five regional courts--one at 's Hertogenbosch, Arnhem, The Hague, Amsterdam, and Leeuwarden. Their personnel consists of a president, vice president, four to twelve members (Raadsheeren), a public prosecutor (Procureur Generaal), an assistant public prosecutor (Advocat Generaal), clerks, and substitute clerks. The regional courts are organized into chambers, the number varying from court to court. Each has a chamber for civil cases and one for criminal cases

The jurisdiction of the regional court extends over the following cases:

(a) Civil matters:

i. In first instance: jurisdictional differences which do not belong to the Supreme Court or the district courts.

ii. In appeal: over cases which permit appeal

and have been judged by the district courts; over all cases appealed from the decisions of the rent and lease chamber of the local court.

iii. Retrial of cases assigned to the regional courts by the Supreme Court acting as a court in cassation. Matters involving rent and lease are assigned to a special rent chamber (De Pachtkamer).

(b) Criminal cases

i. In first instance jurisdictional differences which do not belong to the Supreme Court or to the district courts.

ii. In last resort: in cases in which the district courts held original jurisdiction.

iii. Retrial of cases assigned to the regional courts by the Supreme Court. Each regional court advises the Queen on a petition for pardon filed in cases it had decided.

(4) The Supreme Court (Hooge Raad)

The perscnnel of the Supreme Court consists of a president, two vice presidents, fourteen members (Raadsheeren), (Procureur Generaal), an assistant public prosecutor a public prosecutor/(Advocaat Generaal), clerks, and substitute clerks. The court is organized into three chambers: the Chamber for Civil Affairs, the Chamber for Criminal Affairs, and the Chamber for Taxation Matters. The Supreme Court does not judge the constitutionality of a law as in the United States, but decides whether the law has been correctly applied. Its jurisdiction extends over the following matters:

(a) Civil matters.

i. In first instance: jurisdictional differences which do not belong to the regional courts or the district courts; matters dealing with prize and booty.

ii. In more important matters: matters handled in first instance by the courts of justice in Suriname and Curacao, as far as they deal with higher matters.

iii. It can order a new trial of cases previously tried in the lower courts when the law has been misapplied.

(b) Criminal cases

i. In first instance and last resort over jurisdictional matters which do not belong to the regional courts or the district courts; other criminal suits in matters of malfeasance of office committed by the members of the States General, the ministers of the departments, a Governor General or any chief official under any other name but with similar power in the colonies, members of the Council of State, and the Commissioners of the Queen for the Provinces; and over all criminal acts of pirating and privateering.

ii. Retrial of cases involving indictments by subadinate courts in as far as cassation pertains; and also in het belang der wet (in the interest of the law) over judgments of courts of justice in Suriname and Curacao.

(c) Taxation matters. Retrial of cases involving decisions of the Raden van Beroep (advisory professional councils) on direct taxes. Moreover, this jurisdiction extends only to such cases involving improper application or breach of law.

Aside from these judicial activities, the Supreme Court had other special functions. In issued letters declaring one of age (majority); it acted as a legal advisor to the Queen. The Criminal Chamber of the Supreme Court advised the Queen in requests for pardon in cases decided by the Supreme Court itself, colonial courts, or military courts.

b. Military Courts

There are two courts-martial (Krijgsraden) and one Supreme Military Court (De Hooge Krijgsraad) in the Netherlands. (See chart No. 6.)

(1) Courts-Martial (Krijgsraden)

The courts-martial are located at Den Helder (for all

iii. It can order a new trial of cases previously tried in the lower courts when the law has been misapplied.

(b) Criminal cases

i. In first instance and last resort over jurisdictional matters which do not belong to the regional courts or the district courts; other criminal suits in matters of malfeasance of office committed by the members of the States General, the ministers of the departments, a Governor General or any chief official under any other name but with similar power in the colonies, members of the Council of State, and the Commissioners of the Queen for the Provinces; and over all criminal acts of pirating and privateering.

ii. Retrial of cases involving indictments by subadinate courts in as far as cassation pertains; and also in het belang der wet (in the interest of the law) over judgments of courts of justice in Suriname and Curacao.

(c) Taxation matters. Retrial of cases involving decisions of the Raden van Beroep (advisory professional councils) on direct taxes. Moreover, this jurisdiction extends only to such cases involving improper application or breach of law.

Aside from these judicial activities, the Supreme Court had other special functions. In issued letters declaring one of age (majority); it acted as a legal advisor to the Queen. The Criminal Chamber of the Supreme Court advised the Queen in requests for pardon in cases decided by the Supreme Court itself, colonial courts, or military courts.

b. Military Courts

There are two courts-martial (Krijgsraden) and one Supreme Military Court (De Hooge Krijgsraad) in the Netherlands. (See chart No. 6.)

(1) Courts-Martial (Krijgsraden)

The courts-martial are located at Den Helder (for all

cases pertaining to the Navy) and at's Hertogenbasch (for all cases pertaining to the Army). All matters dealing with the armed forces and its members come under their jurisdiction. The president of each court is a civilian lawyer, appointed for life. The other members are officers. The public prosecutor in the naval court was called fiscaal (advocate), in the army court auditeur militair.

(2) The Supreme Military Court (De Hooge Krijgsraad)

The Supreme Military Court is located at The Hague. All crimes committed by military personnel above the rank of first lieutenant came in first instance under its jurisdiction. In review it handles all cases eligible for appeal previously tried by the courts martial. If the death penalty is involved, the advice of the Supreme Court is taken into consideration.

The president of the court and one of its members are civilian lawyers who are members of the Supreme Court of the regional courts. The other members of the court are officers in the armed services. The public prosecutor at the regional court functions as public prosecutor in the Supreme Military Court and in that capacity is called Advocaat Fiscaal.

c. Administrative Judicial Colleges

In addition to the regular courts, there are a number of Administrative Judicial Colleges, which deal with matters peculiar to the field in which they function. They deal with decisions of the Labor Councils, social security, and health law administration, the National Insurance Bank (Rijksverzekeringbank), the accident law administration, and railroad pensions administration.

d. Titles of Dutch Members of the Legal Profession and Their Functions

President van de Hooge Raad: Chief Justice of the Supreme Court

Raadsheeren (in De Hooge Raad): members of the Supreme Court

Advocaat Generaal: Attorney General, the public prosecutor in

the Supreme Court.

Procureur Generaal: Assistant public prosecutor in the Supreme Court.

President van het Gerechtshof: the president of the regional court.

Raadsheeren (in De Gerechtshoven): members of the regional court.

Advocaat Generaal: the public prosecutor in the regional court.

Procureur Generaal: the assistant public prosecutor in the regional court.

President van de Rechtbank: the president of the district court.

Rechters: members of the district court.

Officier van Justitie: the public prosecutor in the district court.

Substituut Officier van Justitie: the assistant public prosecutor in the district court.

Kanton Rechters: the judge in a local court.

Ambtenaar van het Openbaar Ministerie: the public prosecutor in a local court.

Advocaten and Procureurs: The advocaten (lawyers) deal in court cases. The Procureurs (solicitors) handl administrative matters. In the Netherlands parctically all lawyers are also solicitors. A law degree from a Dutch university required for all practicing lawyers in the Netherlands.

Deurwaarders: ~~xxxyxxxxx~~ comparable to assiatant sheriffs. They belong to the personnel of the court, serve subpoenas, make arrests, etc.

Tolken: The Tolken are translators under oath and serve throughout the country as official translators. They are not assigned to any court in particular.

Notarissen: Notaries in the Netherlands are more important than American public notaries. A fixed number of notaries are connected with every district court. Those eligible must pass a state examination. Their main task is, to make, supervise, and witness agreements. They write wills and often act as intermediaries between banks and farmers in cases of mortgages. No comparable official exists in the United States.

2. The Dutch Judicial System under German Control

a. Changes in the Indigenous Judicial System

In a decree of 5 June 1940 the Reich Commissioner proclaimed, on the one hand, that the independence of the Dutch judicial system would be maintained and that all decisions would be made in the name of the law, while, on the other hand, he assumed virtual control of the entire judicial system. 1/

This control took the form of restrictions on the authority of the Dutch courts, the establishment of new courts and chambers, and the replacement of loyal judges with NSB members or other pro-German sympathizers.

The decree of 20 December gave the Reich Commissioner formal recognition as the highest legal authority in the

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1/ Vbl. Nied., 5 June 1940, p. 3.

Netherlands. 1/ He thereby obtained the sole right of granting pardon. In a later decree the power of granting pardons. in cases dealing with specific Dutch matters was delegated by the Reich Commissioner to the Secretary General of Justice. 2/

A number of important administrative and legal changes in the indigenous judicial structure were also instituted. The canton courts were redistricted in December 1940. 3/ The jurisdiction of several of the Dutch courts was altered slightly. On 20 March 1941 all Dutch courts martial were abolished, 4/ and the retirement age of judges was placed at sixty-five instead of seventy. In May 1943 all existing laws and regulations pertaining to the filling of vacancies in The Supreme Court, regional courts, district courts, and the Central Colleges of Appeal were cancelled. 5/ In September 1943 the right of appeal was drastically limited to speed up the legal procedure.

b. German Courts in the Netherlands

(1) General

The decree of 5 June 1940, which proclaimed the independence of the administration of justice in Holland, also gave recognition to specially constituted German courts martial. 6/ The Reich Commissioner could determine which offenses were to be assigned to these courts and the cases in which Dutch nationals were required to appear before these courts. The offenses coming within the competence of the courts martial were defined in the decree of 13 June 1940, which stated that all cases involving both German and non-German nationals who committed offenses against the armed forces or par-amilitary formations, or sabotage of military property come within the purview of the

1/ Vbl. Nied., 7 January 1941, p. 2.
2/ Ibid., p. 1.
3/ Vbl. Nied.; 27 December 1940, p. 712.
4/ Vbl. Nied.; 20 March 1941, p. 194.
5/ Vbl. Nied.; 17 June 1943, p. 206.
6/ Vbl. Nied., 5 June 1940, p. 6.

German military courts. 1/ References to German military courts competent in these matters gradually disappeared from intelligence reports, the functions of these courts appear to have been assigned to other German courts in the Netherlands.

(2) Criminal Courts

(a) The Circuit Court (Landesgericht) and the Superior Court (Obergericht). The decree of 12 July 1940 provided for the establishment of two German courts having jurisdiction in criminal matter, the Circuit Court and the Superior Court. 2/ They did not encroach on the jurisdiction of the military courts. The jurisdiction of these German criminal courts extended over matters pertaining to German nationals in Holland; it also extended over persons of any nationality for offenses against the Great German Reich, the German people, the NSDAP and its affiliated units, a German national, or any one in the service of the Greater German Reich. They also tried cases involving sabotage and the plunder of food supplies, and taking advantage of civil defense measures or military operations for the sake of looting.

(b) Administrative Organization of the Circuit Court and the Superior Court. The Landesgericht was a court of first instance. Its normal seat was at The Hague but it could hold sessions in any part of the country. It had only one judge, who was appointed and dismissed by the Reich Commissioner. Appeal from its decisions could be brought to the Superior Courts.

The Superior Court was a court of first instance as well as a court of appeal. Its normal seas was at The Hague but it could hold sessions in any part of the country. It had

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1/ Vbl. Nied.; 13 June 1940; p. 26.
2/ Vbl. Nied., 20 July 1940, p. 181; 23 May 1942, p. 283; 7 July 1942, p. 340.

a bench of three judges.

German legal procedure was followed in both courts, but both German and Dutch law might be applied. The death sentence could be imposed by the Superior Court. The Reich Commissioner could order a retrial if he considered the penalty inadequate or excessive. The Superior Court also had jurisdiction in cases developing from the application of police martial law -- a subject discussed under a separate heading. (See C2, b (5).)

(3) Economic Courts

(a) Economic Judges. Cases arising from violations of special economic regulations dealing with food distribution, price regulation, etc. were assigned to Economic Judges -- one assigned to each district court. 1/ Appeals from decisions of the Economic Judge were permitted only when the penalty exceeded a fine of 200 guilders. Appeals were handled by the regular Dutch courts. This latter provision practically invalidated the effectiveness of the Economic Judge because the loyal Dutch judges in the regular courts frequently reversed his decision. It was for this reason that the German civil authorities established a separate Economic Appellate Court.

(b) The Economic Court of Appeal. The Economic Court of Appeal was instituted in August 1941. 2/ Its seat was at The Hague and the bench consisted of three judges, a clerk, and a secretary. The personnel of the court was appointed by the Secretary-General of Justice.

(c) The Economic Chamber in the Supreme Court. The Economic Chamber in the Supreme Court served as a special court of final appeal for all matters referred to it by the

1/ Vbl. Nied., 10 April 1941, p. 297.
2. Ibid.

Economic Court of Appeal. A special judge was assigned to this chamber by the Secretary General of Justice. 1/

(4) Peace Courts

(a) Peace Court Chambers. Peace Courts, staffed by Dutch judges, were instituted as a special chamber of the district courts in 's Hertogenbosch, Arnhem, The Hague, Amsterdam, and Leeuwarden. The number of Peace Judges attached to each court depended on the size of the district. Cases tried in these courts were of a political nature. Jurisdiction extended over violations which disturbed the political peace of the nation or were prejudicial to the political interests of the nation. Another function, rather vaguely defined, was that of trying cases arising from resistance to German occupation. All matters which were being handled by the Dutch military courts at the time they were abolished were transferred to the Peace Courts. Appeal from a Peace Court was possible if the sentence exceeded a fine of two hundred guilders.

(b) The Peace Superior Court. The Peace Superior Court was established at The Hague as a special chamber attached to the regional court. 2/ Its bench consisted of three members. This court received appeals from the ordinary Peace Courts. The Secretary General of Justice appointed the members of this chamber. Some officials attached to the regional court, such as the Procureur Generaal, functioned in the Peace Superior Court as well as in the regional court.

Upon request of the Procureur Generaal the Peace Superior Court could initiate a "pre-investigation" and for this purpose could appoint a Judge Commissioner (Raadsheer Commissaris). The administrative structure of the Peace Court

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1/ Vbl. Nied.; 20 April 1943, p. 168.
2/ Vbl. Nied., 16 August 1941, p. 664.

was more strictly defined in a decree of 10 November 1941. 1/

(5) Police or Administrative Martial Law (Politie Standgerecht)

The establishment of police or administrative martial law was an innovation in the administration of law and order in an occupied country. It was a state of martial law imposed and executed by police authorities in event of civil distrubances and riots. It was regularized in the decree of 9 January 1943, 2/ and was put into force from 1 May 1943 to 13 May 1943. During this period cases arising from the application of police martial law were tried in special SS and police courts. The court could come into operation by a announcement of the Reich Commissioner and could embrace all kinds of ordinary cases. The death penalty was usually invoked.

The court determined the manner in which investigations should be conducted. The investigation and the verdict were carried out in camera. The court was composed of the following: a president, two members, and a clerk -- all SS men. The defense counsel was an SS man appointed by the police court martial.

The provisional summary police courts established by the decree of 9 January 1943 seemed to have been given permanent form in an order issued by the Reich Commissioner in September 1943, which supplanted the special courts with regular police courts.

(6) The NSDAP Court

One report mentioned the existence of a special German court established by the NSDAP, having under its jurisdiction only party members. Nothing further is known of this court.

1/ Vbl. Nied.; 10 November 1941, p. 872.
2/ Vbl. Nied., 9 January 1943, p. 1.

c. Changes in the Concept of the Administration of Justice

(1) The Peace Court

In August 1941 Peace Courts were attached to five district courts, and a Peace Superior Court to the regional court at The Hague. In these courts, persons already convicted or acquitted by other courts could be convicted on the same charge or could be given an increased sentence. Formerly a case was closed after the sentance was passed, unless there was an appeal. 1/

(2) The Death Penalty

With the exception of cases tried before a court martial, the constitution in the Netherlands did not provide for the death penalty. Under occupation, the Reich Commissioner issued a decree making it possible for Dutch citizens to be tried by German courts which could apply Dutch or German Law. 2/ Under German law the death penalty was recognized.

(3) Mass Fines

The Germans introduced the method of fining whole cities or groups of the population in case of serious sabotage or disorder imputed to part of the population of the city or part of the group.

(4) Preventive Justice

The arrest of individuals considered as potential criminals or potential enemies of the regime was made possible and was widely used. Suspected persons could be placed in prison or in concentration camps as a purely preventive measure.

(5) Change in the Legal Conception of Guilt

In the Netherlands no one could be convicted unless guilty of an act punishable by law. On 28 June 1943 a decree was issued providing for punishment if the act is punishable

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1/ Vbl. Nied.; 16 August 1941, p. 664.
2/ Vbl. Nied., 20 July 1940, p. 181.

according to a ~~healthy sense~~ of justice". 1/ This left the accused completely to the whims and opinions of the judges. Expanding this idea of penalizing people suspected of certain crimes but not proved guilty, an order was issued on 21 August 1943 compelling those who were held in custody awaiting conviction to do penal servitude.

1/ Vbl. Nied., 28 June 1943, p. 233.

D. PUBLIC SAFETY

1. The Pre-war Public Safety System

The pre-war Dutch public safety system included the police, the fire brigades, and the Air Raid Protection Service.

a. The Pre-war Police System

Before the German invasion, the Netherlands was an orderly country with relatively little crime. Every section of the country was well policed by national or municipal police. The Netherlands police system was, however, extremely complicated, and long before the invasion the problem of reorganization was studied. Recommendations for a centralized system were about to be adopted at the time of the outbreak of the war. It remained for the Germans to institute a reorganization. Very probably the old Dutch organization will never reappear in the postwar period, and many features of the German system will be retained. However, the new organization with its nomenclature is more understandable in the light of the old system.

(1) National Police

The national police system was divided into the Constabulary Police (Marechaussée), the National Field Guard (Rijksveldwacht), the Military Police, and the Water Police.

(a) The Constabulary Police. The Constabulary Police was a semi-military police organization. With respect to equipment, uniform, organization, and discipline it functioned under the Minister of Defense. With respect to its work and competence it functioned under the Minister of Justice. An army officer, with the rank of colonel, but with the title of inspector, commanded the corps. It was divided into four divisions, each commanded by a chief officer (major). Each division was divided into three or four districts, with a subaltern in charge of each district. Each district was in turn divided into ten or twenty brigades commanded by guardmasters

(Wachtmeesters). In May 1940 there were 24 officers, 460 lower officers, and 752 ordinary police of whom 552 were mounted. Their chief functions were policing borders, supervising aliens, and supporting local police in case of major disorders or disturbances.

(b) The National Field Guard. The National Field Guard was directly and exclusively responsible to the Minister of Justice. The organization was headed by an inspector, assisted by 11 district commanders. The districts were in turn divided into brigades composed of 135 brigade commanders, 154 brigadiers, and 1,065 national field guardsmen. In May 1940 its personnel totaled 1,367 men. The National Field Guard served principally as rural police. The State investigators or detectives also belonged to this corps.

(c) The Military Police. The military police organization was independent of the semi-military Constabulary Police. Its functions were: to guard military equipment, railroad stations, and troop movements; to arrest deserters; and to prosecute infractions of military rules and regulations. Its chief official was an inspector, and the corps was organized into 5 divisions and 17 subdivisions. At the time of the invasion the corps consisted of 23 officers and 1,800 petty officers and men. When the Dutch Army was demobilized in 1940 the military police were also demobilized.

(d) The Water Police. The Water Police was a separate corps which policed the extensive network of waterways in the Netherlands.

(2) Municipal Police

In five towns the chief police official was the Chief Commissioner of Police, and in fifty-six towns he was the Commissioner of Police. This chief official, whether Commissioner or Chief Commissioner, was appointed and dismissed

by the Crown but paid by the municipality. He was subordinate, as far as his work was concerned, to the burgemaster. In smaller towns the burgomaster himself was head of the police force.

In January 1938 the total strength of the police force in 53 towns which had a population of 20,000 or over was 8,686 men. At the time of the invasion the total number of municipal police serving the 1,015 communities was about 11,000 men. The ranks of police from the lowest up were agent brigadier, inspector, and chief inspector.

b. The Pre-war Fire-Fighting System

Until the occupation of the Netherlands by the Germans, the Netherlands fire-protection organization was inadequate. A full-time professional fire-fighting force was in operation in only two large cities -- Amsterdam and The Hague. All other communities had volunteer fire brigades which were supervised in many instances by a professional expert. The burgomaster or the Commissioner of Police was chief of the fire-fighting services in most of the Dutch towns. Thus it was possible for the fire brigades to obtain the help of the police since the head of the police and the head of the fire protection service were the same official. However there was no official link between these two services. In Amsterdam and The Hague an official known as the Hoofdbrandmeester (Chief Fire Guard) had charge of the fire-fighting service. A reorganization had long been planned, but at the time of the invasion the plan had not yet materialized.

c. The Pre-War Air Raid Precaution Service (ARP)

The Dutch ARP service antedated the German invasion. It was organized locally. Every municipality was divided into sections and the sections were subdivided into blocks. The burgomaster functioned as the chief ARP official and his authority was delegated to block leaders.

2. The Reorganized Public Safety System

German authorities in the Netherlands abolished the complicated Dutch public safety system in their efforts to obtain a strong centralized structure which they could control from the top. Individual measures were introduced one by one to strengthen the system until December 1942, when a German decree provided for a total reorganization. 1/

As a result, the whole structure came under the jurisdiction of the Secretary General of Justice. Below him were four independent offices of public safety, the General Directorate of Police (Directoraat Generaal van Politie), the Central Detective Headquarters (Recherche Centrale), the Office of the Chief Inspector of the Air Raid Protection Service (Bureau van de Hoofdinspecteur van de Luchtbeschermingsdienst), and the Office of the Chief Inspector of the Fire Brigades (Bureau van de Hoofdinspecteur van de Brandweer). These four offices were all located in Nijmegen.

They were expected to co-operate in all matters of common concern. Subordinate to each headquarters were five main offices in Amsterdam, Rotterdam, Groningen, Eindhoven, and The Hague. Each main office had jurisdiction over near-by provinces as well as over the city in which it was located. There were also main offices in three large cities which, because of their size, warranted a separate office -- Utrecht, Haarlem, and The Hague. The last three offices had no regional authority and also fell within the regional jurisdiction of the main office located in one of the five chief cities.

a. The Reorganized Police System

(1) General Organization.

The Director General of

1/ Vbl. Nied., 18 December 1942, p. 628.

Police was in charge of all police forces. The headquarters of the Directorate was at Nijmegen. The Director General was immediately responsible to the Secretary General of Justice.

All police services were regarded as a state function. Some municipalities were served directly by state police, but, even where the municipal police was retained in name, its authority was defined as "functioning as local state police."

(a) The State Police Force. The Director General of Police was head of the state police. Under him there were five regional police presidents. Each had jurisdiction over about one-fifth of the country and was at the same time local police president in his city of residence. These regional divisions were as follows:

Place of residence	Territory
Rotterdam	South Holland, Zeeland
Amsterdam	North Holland, Utrecht
Eindhoven	North Brabant, Limburg
Arnhem	Overijssel, Gelderland
Groningen	Groningen, Friesland, Drente

In addition to the regional police presidencies, there were three cities (Utecht, Haarlem, and The Hague) which had local police presidents, who had only local authority and were responsible to the regional police president. The Secretary General of Justice was empowered to transfer temporarily or permanently certain cities from one region to another or to extend the authority of the three local police presidents.

In their regionas the police presidents were the highest police officials. They appointed all state police officials functioning in their territory. In the smaller communities where there was no need for a separate state police official, the regional police president could appoint the burgomaster to the position of police chief. The burgomasters were responsible

for the execution of this task to the regional police president and ultimately to the Secretary General of Justice. At the same time, the burgomasters retained their responsibility to the Secretary General of the Interior for their normal functions as burgomasters.

The lower state police forces also included certain functional units such as Radio Police, Train Police, and Preventive Police. The total strength of the regular state police was estimated on 16 August 1943 as being 380 officers, 83 warrant officers, and 9,600 patrolmen.

The auxiliary police, whose members were all volunteers and who functioned only in time of public disorder, were incorporated in the regular state police structure. Their special task was to guard members of the National Socialist movement. During their period of service they had the same rights and duties as ordinary policemen and were under the command of the regular police officials.

(b) The Constabulary Police The corps of the Constabulary Police was no longer attached to the military, as in the pre-invasion Netherlands. It became a civilian police organization under the jurisdiction of the Director General of Police. Although the function of the corps was largely the same as that of the combined pre-war Constabulary Police and National Field Guard, it became actually a new organization formed by a merger of these two corps. In addition to their regular functions, the Constabulary Police were placed at the disposal of the [illegible] regional police presidents for special duties.

The chief of the Constabulary Police was a General Inspector, who was assisted by a Director General. Subordinate to the General Inspector were five commandants, each of whom

headed a division. The following divisions were established.

	Place of residence of the Commandant	Regional division
First Division	Amsterdam	North Holland, Utrecht
Second Division	The Hauge	South Holland, Zeeland
Third Division	's Hertogenbosch	North Brabant, Limburg
Fourth Division	Arnhem	Gelderland, Overijssel
Fifth Division	Groningen	Groningen, Friesland, Drente

The personnel of a Constabulary Police division was not stationed in any one town but was distributed throughout its region. For this purpose each division was subdivided into districts, sections, groups, and posts. A reserve depot and a training school existed at Apeldoorn and a second reserve depot was located in Millingen. The total strength of the corps on 16 August 1943 was reported to be forty officers and four thousand non-commissioned officers and enlisted men.

(c) The Water Police. No drastic reforms were introduced in the Water Police during the occupation. It kept its separate organization and performed the same task as before the war, but was placed under the supervision of the Director General of Police. The corps was organized into two districts -- Amsterdam and Rotterdam -- and three sections -- 's Hertogenbosch, Arnhem, and Groningen.

(d) The Economic Police. The Economic Police was a new force formed for the purpose of enforcing economic regulations. In matters of personnel, training, and administration the corps was under the jurisdiction of the Director General of Police, but in the performance of its duties it was placed at the disposal of the Deputy for Price Control. Functionally, the corps was divided into two main departments: the Investigation Service and the Trial Section. Its administration was divided

into districts, each of which was headed by a District Commandant for Price Control. The numerical strength of the corps in 1942, was about two hundred. Recruits were mostly volunteers, often former customs officials.

(2) Nazification of the Police System

In addition to reorganizing the Dutch police system along German lines, the occupation authorities enacted many other measures to Nazify the police system.

(a) Personnel. The largest part of the personnel of the pre-war forces in the lower ranks was kept in service, although the total number was considerably strengthened by recruits taken from the demobilized Dutch army. Nearly all the leading pre-invasion police authorities, however, were dismissed and replaced by collaborationists. The new positions which developed as a result of the reorganization were all given to pro-Nazi Dutchmen. Since 1941 even the lower ranks of the police were closed to all who were not willing to swear an oath of allegiance to the new regime. To secure a sufficiently large recruitment of confirmed Nazis, it was necessary to lower the requirements for admission.

All members of the police forces were required to belong to the Nazified welfare organization, Friendship Society of the Dutch Police (Kameraadschapsbond der Nederlandsche Politie). All former police social welfare organizations were liquidated, and members of the police were permitted to belong to the Dutch SS.

(b) Uniforms and Titles. Formerly each police unit had its own organization and uniforms. After the reorganization all regional differences were abolished, and each branch of the service was given a distinctive uniform. The new Dutch uniforms closely resembled the German police uniforms, and the titles were military with the exception of that of

Director General of Police.

The following titles from top to bottom ranks were introduced. For clarification the comparable American army ranks are placed in the column opposite the Dutch titles.

Dutch title	Comparable American army rank
Directeur Generaal	(No comparable army rank)
Generaal Majoor	Major General
Kolonel	Colonel
Luitenant Kolonel	Lieutenant Colonel
Majoor	Major
Kapitein	Captain
Opperluitenant	First Lieutenant
Luitenant	Second Lieutenant
Vaandrig	Master Sergeant
Onderluitenant	Technical Sergeant
Hoofdwachtmeester	Staff Sergeant
Opperwachtmeester	Sergeant
Wachtmeester	Corporal
Onderwachtmeester	Private

(c) Training. The training of all police forces with the exception of the Constabulary Police was centralized in two schools. The ordinary policemen and the non-commissioned officers went to a special training school in Schalkhaar, and prospective officers attended an officers' training school in Apeldoorn. All new members of the police had to attend one school or the other, where they received rigid physical training and Nazi indoctrination.

(d) Military Discipline. The Germans introduced strict military discipline for the police. This was in sharp contrast to the situation before the war, when discipline in the different corps was lax and each unit had its own regulations. Saluting became obligatory, weapons had to be carried when on duty, and military bearing had to be observed. All regulations were strictly enforced, and the policemen who were quartered in barracks lived under army regulations.

b. Central Security Service

In accordance with the German practice of separating the Order Police (Ordnungspolizei) from the Security Police (Sicherheitspolizei), a separate Security Service was also

organized in Holland. The head of the Security Service became directly responsible to the Secretary General of Justice and not to the Director General of Police. A close co-operation between the two officials, however, was supposed to exist. The main office of the Security Service was the Central Security Service Headquarters in Nijmegen.

This headquarters was divided into three departments:

(1) Personnel matters, administration, and supervision of aliens.
(2) Investigation service and regional offices
(3) Identification service, reporting service, and preventive police

The subdivision of the Central Headquarters into regional units closely paralleled the structure of the state police system. Five regional offices and three local offices for the security services were located in the same cities as the offices of the regional and local police presidents -- Amsterdam, Rotterdam, Croningen, Eindhoven, and Arnhem. Subordinate to these offices were commissariats, inspectorates, and sections.

The former municipal security services continued to exist, but they were placed under the supervision of the Central Security Service Headquarters. The investigation section of the Constabulary Police continued to be part of that corps, but was also placed under the supervision of the Security Service Headquarters. Close co-operation was maintained between the subdivisions of the Central Security Service Headquarters and the other police units.

c. Fire Brigades

A completely new fire-fighting service was organized in the Netherlands under the leadership of the Chief Inspector of Fire Brigades, whose headquarters was in Nijmegen. He was responsible directly to the Secretary General of Justice. A technical service was attached to the Deputy Chief Inspector, in charge of the Office of the Chief Inspector. Subordinate to the Chief Inspector were five

inspectors, each head of a district which paralleled the regional police organization. (See D 2, a (1), (a).) The community fire brigades had a certain degree of local autonomy, although they were placed under the supervision of the district inspectors. The burgomaster was the head of the local fire brigades, but every city with a population over one hundred thousand was required to have a professional fire brigade. A training school for fire fighters was located in The Hague.

d. The Air Raid Protection System

The organization of the Air Raid Protection Service was similar to the organization of the fire brigades. A Chief Inspector with headquarters at Nijmegen was head of the service. Under him were five inspectors whose regional jurisdiction paralleled that of the police and the fire fighting services. The Chief Inspector made all appointments, was in charge of training of ARP personnel, and was head of the Society for Air Raid Protection. In each community the highest state police official was appointed the head of the Air Raid Protection Service. He had the right to compel all citizens under his jurisdiction to become members of the organization.

3. The German Police and German Control of the Dutch Police System

Immediately after civil government was re-established in the Netherlands, the Reich Commissioner issued a decree introducing German police units. This authority was vested in a Höherer SS - und Polizeiführer. Hans Rauter was appointed to the position on 3 June 1940. He was given authority over all German police and Waffen-SS units in the Netherlands, as well as over Dutch municipal and national police forces. To all appearances this authority over the Dutch police continued even after the reorganization of 1 March 1943. No decree countermanded the decree of 3 June 1940.

a. German Penetration of the Dutch Police System

German control over the Dutch police was exercised through deputies assigned to all important police officials. Before the reorganization these German agents were attached to the municipal police authorities. The reorganization decree of 14 December 1942, brought the whole Dutch police system under the control of the Secretary General of Justice, and at the same time attached German officials of the Verwaltungspolizei to the General Directorate of Police and to all lower state police officials of any importance.

b. German Police Units in the Netherlands

The Germans had units of both the Order police (Ordnungspolizei) and the Security Police (Sicherheitspolizei) in the Netherlands. Both had their own commander but each was under the authority of the Commissioner General of Public Safety, Walter Rauter.

(1) The Order Police (Ordnungspolizei)

The Order Police was a uniformed corps consisting of several subdivisions, two of which were stationed in the Netherlands, i.e., the Schupo Barrack Battalions and the regular Schupo.

On 30 June 1942 five battalions of Schupo Barrack Battalions (about 2,200 men) were stationed in the Netherlands. A battalion was organized into four companies and a headquarters. They were partly motorized. Their chief task was the maintenance of order and suppression of riots and open resistance. Owing to the color of their uniform they were often called the Grune

Grüne Polizei. They gained great notoriety in the Netherlands by their methods of fetching hostages, rounding up Jews, conducting executions, and guarding concentration camps.

The regular Schupo units were employed in traffic control and had other normal police duties.

(2) The Security Police (Sicherheitspolizei)

The Security Police normally consisted of two sections, the Kriminalpolizei and the Geheime Staatspolizei. Only the last was known to exist in the Netherlands. The personnel of this police unit, better known as the Gestapo, wore plains clothes or the SS uniform. Their duties were similar to those carried on by the Gestapo in any German or German-occupied area.

(3) The SS Units

German SS units stationed in the Netherlands could also be called upon by their chief, to perform police duties, and in times of serious disturbances had the power to administer summary justice under so-called police martial law, introduced in a decree on 9 January 1943. 1/ (See C 2, b (5).)

(4) The Military Police

The German military police came under the authority of the Wehrmachtsbefehlshaber and performed police duties as far as they concerned German soldiers or matters connected with the German Army.

(5) The Technical Emergency Service (Technische Nothilfe)

The Technical Emergency Service assisted in the repair of essential services. The members were mostly non-professional and were called upon in case of air raids.

1/ Vbl. Nied., 9 January 1943, p. 39.

E. THE REORGANIZATION OF DUTCH SHIPPING

1. Invasion Measures

The German industrial controls in the conquered Netherlands date from the day of the invasion. On 10 May 1940 the Wehrmachtsbefehlshaber in the Netherlands issued a proclamation in which he stated that all public utilities and technical establishments would be placed under supervision of the German Army, and that all industries, trading companies, and banks should continue their functions. Any closing of these enterprises without permission was declared punishable. 1/

The transition from German military control to German civil administration was completed by 29 May 1940. One of the first problems with which the Reich Commissioner had to deal was the serious stoppages in industry. These he sought to legislate out of existence by a decree prohibiting the shortening of working hours, the dismissal of employees, or the discontinuance of industrial activity. 2/

2. The Committee for Economic Collaboration

On 5 July 1940, eight weeks after the capitulation, the National Committee for Economic Collaboration was established. The committee was headed by F.H. Fentener van Vlissingen, an industrialist with vast international interests and former chairman of the International Chamber of Commerce, who was suspected of having some sympathy for the New Order. Others serving on this committee were Joan Gelderman, Chr. P. van Leeuwen, K.K. van de Mandele, A. Minderhoud, W. H. de Monchy, B.H.M. van Spaendonck, H. L. Woltersom, Baron van Wynbergen, and E.D. de Meester. None of these men belonged to the National Socialist Party, and all were important figures in Dutch industrial

1/ Heeresgruppen Verordnungsblatt, 10 May 1940, p.3.
2/ Vbl. Nied., 13 June 1940, p. 8.

life.

The Committee, as far as is known, did not play a vital role in Dutch economic life, for it soon passed out of existence.

3. The Government Bureaus (Ryksbureaus)

a. The Establishment of the Government Bureaus

The establishment of Government Bureaus was not a German innovation. Several bureaus which dealt with the distribution of raw material and labor controls had been established by the Netherlands Government before the invasion. Many of the bureaus evolved from the Economic Crisis Legislation passed in the early 'thirties. Their purpose was to attempt a judicious distribution of raw materials. This was made necessary by the economic dislocations in the Netherlands which had been created by the slums of the early 'thirties and the complicated international relations of the late thirties.

The oldest bureau was that of Food Supply in Wartime Emergency. (See M 5, a (1)). During the period of the "phoney" war several other bureaus were established, e.g., for coal, textiles, wool and rags, hides and leather, paper, metal, chemical products, wood, rubber, vegetable oil and products, building materials, fertilizers, and medical and surgical supplies.

Each bureau was headed by a director assisted by a committee of directors. The Minister of Economic Affairs appointed representatives of various industries to these committees of directors, whose task was to give advice and direction to the Minister of Economic Affairs. The newly created bureaus were in the process of making thorough studies when the German invasion occurred.

b. The Government Bureaus under German Domination

The Germans retained the scheme of Government Bureaus and expanded it. Soon after German civil control was established, the whole sphere of industrial production was divided into twenty-one bureaus which controlled the entire trade, industry, and shipping of the Netherlands. The sphere of operation of each bureau was well defined. Each was placed under one or more directors who were responsible to the Secretary General of Trade, Industry, and Shipping.

The expanded functions of the bureaus included control over the distribution of raw materials, registry of all business enterprises, and the responsibility for taking inventories, determining the productive capacity of a factory, executing manufacturing regulations, furnishing permits for delivery, securing raw material, and dealing in transportation problems. The bureaus took over the activities of all existing centrals (commodity control associations), e.g., the Netherlands Cattle Central was taken over by the Bureau of Cattle and Meat.

The power of the Government Bureaus was not long-lived. They were severely restricted by the creation of the Committee for Industrial Organization. (See E 4, a.) The bureaus remained in existence during the period of occupation, but they were shorn of almost all of their power. They functioned under the Industrial Group for Industry, where they had the task of dividing the available raw materials among manufactures. (See E 4, b.)

4. Horizontal Industrial Organizations

a. The Committee for Industrial Organizations, or the Central Organization Committee (CO)

The task of reorganizing Dutch industry on the

German model was given to the newly created Committee for Industrial Organization, usually referred to as the Woltersom Committee, named after its chairman, Dr. Woltersom. This committee was called into being on 12 November 1940, deriving its powers from the so-called Basic Order of 31 October 1940. 1/

Several of the leading figures in the disbanded Committee for Economic Collaboration were included in the Committee for Industrial Organizations (CO). F.H. Fentener van Vlissingen was not on the new committee, which was headed by H. L. Woltersom, director of Rotterdamsche Bank Vereeniging. Three members of the Dutch National Socialist Party were on the committee: H. C. van Maasdijk, secretary (director of N. V. Nederlandsche Bankinstelling), F. B. J. Gips (director of Heinekens Bierbrouwerij), and P. Krantz (director of NV. J. J. Krantz and Zn.). The other members of the CO were J. M. Honig, K. P. van der Mandele (then chairman of the Rotterdam Chamber of Commerce), W. H. de Monchy (director of the Holland American Line), B. J. M. van Spaendonck (secretary of the Catholic Employers' Association), and T. J. Twynstra (director of Twynstra's Olie Fabrieken at Utrecht).

b. The Industrial Groups (Bedrijfsgroepen)

(1) The Establishment of the Industrial Groups

The CO was empowered to establish, dissolve, or unite industrial organizations, change existing regulations, and make new regulations; it also had the right to dismiss the various important functionaries of the industrial groups which were to be created, and to determine compulsory membership for both corporations and individual employers. The CO did not concern itself with workers'

1/ Vbl. Ned., 12 November 1940, p. 594.

organizations. In its sphere of jurisdiction the CO was absolute, hence the activities of all private industrial organizations were placed under its supervision.

With these sweeping organizational powers the CO proceeded to organize all Dutch industries into six Industrial Groups, following the pattern which was in effect in Germany. Plans were adopted to set up the following six groups: Industry, Handicraft, Trade, Banking, Insurance, and Transportation. The basis for organization was the type of product made or kind of service performed.

The six large groups (Hoofdbedryfsgroepen) were divided into Trade Groups (Vakgroepen) and Trade Sub-groups (Vakondergroepen). This pyramidal structure was further divided into regional and local divisions.

In making these divisions the CO was advised by technical committees taken from the industries concerned. The CO, while invested with much authority, could xxxkyx only wield its power/in establishing the structure of the organization. The power of making regulations within the Industrial Groups was lodged with the organization concerned.

All trade and industry, large as well as small, including the food processing of agricultural, dairy, and fish products, came under this huge organizational scheme. Only the agricultural, dairy, and freshwater fishing industries proper were outside of the Industrial Groups. These were organized in the Landstand, another type of association. (See M.3.)

(2) The Internal Structure of the Industrial Groups

The direction of each of the six Industrial Groups rested in the hands of a chairman, who, with two deputy chairmen, constituted the administrative bureau. With the

exception of the first appointments, which were made by the CO, the deputy chairmen were appointed from and by the industries forming the group. Later appointments were made in the following manner: The chairmen of the Industrial Groups and of the Trade Groups and their secretaries were appointed by the Secretary General of Trade, Industry, and Shipping. The chairmen of the lower groups were appointed by the chairman of the group directly above; The board of councillors (Raad van Bystand), consisting of members of the administrative bureau (Dagelijksch Bestuur), made a non-binding recommendation of two names.

The boards of councillors of the lower groups were called together by the chairman of the immediately higher group. These boards of councillors were likewise heard in changes in regulations, establishing budgets, etc. If the chairman of the board of councillors took a stand in opposition to that of the majority of the members, the approval of the next highest chairman was necessary to make a recommendation valid.

The entire hierarchical structure of the Industrial Groups rested upon the Nazi leadership principle. Since the chairmen of the higher groups had extensive powers, one can well imagine that no leader of a small business would be chosen as a leader of an important group. Thus the power passed into the hands of the large industries.

The functions of many public agencies, trade associations and Government Bureaus were assumed by the Industrial Groups. At first the CO did not show a sufficiently collaborationist policy; hence, in the beginning of 1941 the Committee was strengthened by NSB elements. Through control over the appointment of key men, the entire organizational structure fell under German control.

c. The Council of Industrial Organization (Raad van Bedrijfsleven)

When the CO finished setting up the structure of the Industrial Groups its task was fulfilled. Its place was taken by the Council for Industrial Organization in April 1942, which became the co-ordinating agency for the six Industrial Groups and the Chambers of Commerce (see below, F). It was intended to be an advisory body for the state as well as for the industrial organizations. It was in charge of the accounts of the Industrial Groups and the Chambers of Commerce, and served also as a board of mediation in case of disputes in these organizations. The Council was composed of the chairmen of the Industrial Groups and of the Chamber of Commerce and Factories for Rotterdam and Amsterdam.

5. Vertical Agencies of Control Co-ordinated with the Industrial Groups

When the CO was created, attention was already turned to the possibility of establishing a scheme of vertical co-ordinating agencies in addition to the horizontal divisions of the Industrial Groups. In this plan, industries dealing with similar products in any phase of manufacture were to be united in an association to further facilitate control over distribution of raw materials and production.

The establishment of such associations was begun in January 1943 with the formation of the Electro-bond, an association of electrical industries. The Gold and Silver Federation (Federatie Goud en Zilver) and the General Association of Wool Trade and Wool Industry in the Netherlands were formed later.

6. German Agencies of Control

a. Introduction

The entire organizational structure of Dutch industrial life had to be reformed in order to facilitate its incorporation into the German war economy. Theoretically, the controls of industry were placed in the hands of the directors of Dutch enterprises, but, by controlling the selection of key men, the Nazis governed the entire pyramidal structure. Dutch business was further subjugated by German control of the source of raw materials, of distribution, and of the markets.

b. The Office of Armaments Inspection for the Netherlands (Rüstungsinspektion Niederlande)

The German organization for the utilization of the Dutch economy for the manufacture of armaments was of great importance. It had a dual aspect. First, in the office of the Commissioner General of Finance and Economics in the Netherlands there was the Armaments Office (Rüstungsamt), part of which was the Gewerbliche Wirtschaft, dealing with production. Second, independent of the Reich Commissioner for Finance and Economics in the Netherlands, the German Office for Defense Production and Armaments had an Armaments Inspectorate (Rüstungsinspektion) for the Netherlands. (See E 6, d.)

German firms in Holland, in cooperation with German occupation authorities, made Dutch industry go to work for Germany. The Germans assumed the task of distributing raw materials when the Dutch stock was exhausted and of assigning orders to Dutch industries. For this purpose the Zentralauftragsstelle (Central Order Agency) was created with headquarters at The Hague. It was headed by Ing. Nimtz, who was also Geschäftsführer of The Hague office of the German Chamber of

Commerce. The Zentralauftragsstelle was attached to the office of the Reich Commissioner and was subject to the order of both the Armaments Inspector and the Commissioner General of the economic division in the bureau of the Reich Commissioner.

To relieve unemployment in the Netherlands the Germans transferred many orders without loss from their own factories to enterprises in the Netherlands. The German firms welcomed this transfer because they were swamped with orders. For apportioning the orders of German industry among various Dutch firms, the Zentralauftragsstelle received a percentage of the value of all orders from the firm getting the order. The main office exercised rigid control over the price and quality of the articles which it ordered.

The Zentralauftragsstelle placed representatives (Beauftragte) in the Dutch firms which worked for Germany. They were representatives delegated by German industrial groups for the following industries: metal, machine shop, electrico-technical, refining iron, steel, tin, mechanical, chemical, paper, cardboard, cellulose, and confectionary.

The contracts bureau of the Zentralauftragsstelle distributed orders to the appropriate factories. To advise the bureau in these matters a council was formed early in 1942, consisting of managers (Betriebsführer) in Dutch firms. Through this council the Germans sought to smooth the relations between the industrialists and the Zentralauftragsstelle. The interests of the German firms in Holland were safeguarded by special committees (Arbeitsgemeinschaften) which were in close contact with the contract bureau and with the German Armaments

Inspectorate in the Netherlands to give advice on military as well as civilian orders.

The Zentralauftragsstelle was also originally connected with the German Chambers of Commerce at Amsterdam and Rotterdam, which took over the economic functions of the German consulates at the time of the invasion.

From time to time the Zentralauftragsstelle organized exchanges (Beursen), to give the Germans who placed the orders with Dutch industries an opportunity to make contacts with representatives of Dutch industries. The first of these meetings was for the metal industry, and a second one was held at The Hague on a much broader scale, with representatives from about 130 German and about 110 Dutch firms. Of this number, representatives of 60-70 firms in the textile field and others from the engraving industries were present.

Most of the orders were placed with the larger and better organized concerns which could carry them out quickly and cheaply. The smaller firms were thus doomed to disappear. The Deutsche Zeitung in den Niederlanden suggested that small firms and single artisans should form central organizations on the model of the German supply co-operatives (Lieferungsgenossenschaften) which could carry out larger orders. A beginning was made by the Dutch shoemakers. A central office was established from which the shoes were collected and to which they were returned when finished. A branch of the Reich Central Office for Handwerklieferung was established at The Hague which, in co-operation with the Zentralauftragsstelle organized the placing of orders in shoe repairing and other trades.

c. The Office for Raw Materials

An office for conserving raw materials was created by the Reich Commissioner. A German, Schmitz, was appointed Commissioner for raw materials.

d. The Office of Defense Production and Armaments (Wehrwirtschafts-und Rüstungsamt)

The Armaments Inspector for the Netherlands was Admiral Reimer, who had his headquarters at Boarn and field offices at Rotterdam and Amsterdam. He was directly responsible to the Ministry of Armaments and War Production in Berlin, but worked in close co-operation with the Reich Commissioner.

The Wehrwertschafts-und Rüstungsamt was divided into sub-divisions for industry, food, and raw material. For the Netherlands there were two field offices, one at Rotterdam and one at Amsterdam (April 1942).

The Armaments Inspector shared with the Reich Commissioner supervision and control over the Zentralauftragsstelle.

F. CHAMBERS OF COMMERCE ~~XXXXXXXXXXXX~~

1. Reorganization of the Dutch Chambers of Commerce

a. Introduction

The Chambers of Commerce in the Netherlands, which were established by legislative action in 1922, were transformed into new co-ordinating agencies for the control of industries by order of the Secretary General of Trade, Industry, and Shipping on 1 April 1942. The order for the reorganization of the thirty-six existing Chambers into eleven Provincial Chambers was issued on 25 November 1941. 1/ The reason given for the reorganization was that the old Chambers were too numerous, too ineffectual, and too decentralized.

b. The Administrative Structure

The old Chambers of Commerce were administered by a bureau composed of a general chairman, a chairman for large industries, one for small industries, and a secretary. Under the new regulations this bureau consisted of the general chairman and two to four deputy chairmen; these were appointed by the Secretary General of Trade, Industry and Shipping. The chairman and his deputies, whose positions were honorary, were appointed for two years, but the tenure of the general secretary was not limited.

In addition to the administrative bureau each Chamber also had a board of councillors. In Amsterdam and Rotterdam, this board consisted of sixty members. The members of the board were grouped into four divisions (in Amsterdam and Rotterdam into six) corresponding to the Industrial Groups. (See E 4, b (1).) The chairmen of the groups, who were appointed by the Woltersom Committee, were automatically members of the board of councillor of the Chambers in which their regional jurisdiction lies.

1/ Vbl. Nied., 17 December 1941, p. 984.

The Secretary General of Trade, Industry and Shipping determined the number, area, and headquarters of the local offices of the Chambers. The headquarters of the eleven provincial Chambers were located in the following cities: Leeuwarden, Groningen, Meppel, Hengelo, Arnhem, Maastricht, Tilburg, Middelburg, Rotterdam, Utrecht, and Amsterdam.

Local offices were established at Veendam, Deventer, Zwolle, Harderwijk, Nijmegen, Tiel, Zutphen, Heerlen, Roermond, Venlo, Breda, Delft, Dordrecht, Gouda, 's-Gravenhage, Leiden, Vlaardingen, Amersfoort, Alkmaar, Haarlem, Hilversum, Hoorn, and Zaandam.

All questions on the organization of the Chambers of Commerce were assigned to the Secretariat of the Department of Trade, Industry, and Shipping, where they were delegated to the division for retail trade (Middenstand).

c. Other Features of the New Chambers of Commerce

There was a close relationship between the Chambers of Commerce and the Industrial Organizations. The German industries in Holland were also represented in the Dutch Chambers of Commerce.

The chairman of a Chamber could institute regional committees appointed from among the Board of Councillors, which could be complemented by non-board members. The chairman of the Chamber appointed the chairmen of these committees after consultation with the Industrial Group which was concerned with the matter under investigation.

The old association of the Chambers of Commerce in the Netherlands (the over-all directing agency) was dissolved. Its functions were absorbed by the Council of Industrial Organization of the Industrial Groups in which the Chambers of Commerce had some representation.

d. Functions of the Chambers of Commerce

The Germans rationalized all Dutch industrial activity into a series of horizontal, vertical, and regional organizations. The horizontal scheme was carried out by the CO in its establishment of industrial, trade, and trade subgroups in which industries manfacturing similar products or performing similar services w ere united. The vertical agencies of control were those organizations which are formed on the basis of the similarity of material handled from raw material through the finished product. In addition to the horizontal and vertical organizations, provision was made for the Chambers of Commerce to assume regional functions. The regional Chambers fulfilled the following functions:

(1) They executed certain laws where a knowledge of local conditions was essential. Thus, they had charge of the execution of the Trade Registry Law (Handelsregisterwet), the Small Industries Law (Vestigingswet Kleinbedrijf), and the Law Selling Out and Clearance in the Retail Industry.

(2) The Chambers of Commerce fulfilled in the regional and local areas the same functions performed for the nation by the Council of Industrial Organization. (See E 4, c.)

2. German Chambers of Commerce in the Netherlands

After the invasion of Holland, the German Chamber of Commerce in the Netherlands received the task of co-ordinating the interests of the German industries in the Netherlands. Soon after the invasion the Amsterdam and Rotterdam offices of the Chamber took over all the economic functions of the German consulates in Holland.

The central headquarters of the German Chamber was established at The Hague, where it was affiliated with the Zentralstelle für öffentliche Aufträge. The president of the German Chamber of Commerce A. Flesche.

According to one source, the German Chamber of Commerce in the Netherlands was later eliminated. Its office at The Hague and all of its subordinate offices were reputedly abolished on 12 April 1943. [illegible]

G. GERMAN INDUSTRIAL PENETRATION IN THE NETHERLANDS

1. Introduction

A statement appearing in an issue of Die Niederlande, the organ of the German Chamber of Commerce at The Hague during the occupation, gave an excellent résumé of German industrial penetration in the Netherlands. It said:

> At present a considerable part of Netherlands industry and trade is in the hands of German businessmen, and it is clearly shown that a definite, important structural change has taken place during the past three years. Up to 1940 the interest of German concerns were chiefly in the hands of agents. This has now entirely changed, and many firms have established their own indepandent branches in the Netherlands. Former Netherlands agencies and firms have, in many cases, been taken over by German enterprises, and the Dutch leaders have been given responsivle positions in the new undertakings. This process was influenced by the fact that German war production started to incorporate Netherlands production for its own use, which even included putting to the test the capacities of Netherlands labor and industry.

2. Methods of controlling Dutch Industry

There were three methods by which almost all of Dutch industry was placed under German managerial control and integrated with the German economic structure.

One of these methods was placing civilian commissioners in charge of all undertakings owned by Jews, enemy interests, or anyone on the black list of either the Germans or Dutch Nazis. These commissioners either carried on the business itself or acted as liquidation trustees; many of the enterprises were eventually handed over to German firms. The German Chamber of Commerce in the Netherlands passed on the suitability of applicants for the post of commissioner, whether the applicants were Germans living in the Netherlanders or Netherlanders.

By declaring an industry essential to the German war effort the Nazis could place in an enterprise one or more directors, or a special commissioner, who were responsible to t the German Armaments Inspection Commission. Thus the large Philips factories at Eindhoven were under a German commissioner

as was the huge Dutch Unilever concern. Unilevel was under the direction of the German Commissioner, Dr. Posse. 1/

The third and most frequently used method of gaining control was to force the management to increase the nominal capital issue of the company and to sell the new shares to German groups. In this manner the N.V. Koninklyke Nederlandsche Hoogovens en Staafabrieken of Ijmuiden came under control of the German Vereinigte Stahlwerke, and A.K.U., the leading artificial silk company of the country, came under the control of Vereinigte Glanzstoff. The Dutch engineering concern, Werkspoor, also came under the sphere of influence of Rheinmetall Borsig Co.

1/. Vbl. Nied., 8 July 1941, p. 516.

H. GERMAN CONTROL OF DUTCH TRADE

German policy toward Dutch foreign trade was best expressed by the Commissioner General of Economics and Finance, Dr. Fischboeck, in a speech of 8 November 1940 in which he stated that international trade would be countenanced but that it had to be in the interest of Germany. Following this policy of non-toleration of Dutch competition the Germans absorbed practically all of the trade with occupied countries. According to the original regulation, all foreign trade of the occupied countries was carried on with the permission of the German control agency, the Deviezeninstituut, and all clearing arrangements were made in Berlin. This regulation was later changed. All applications for the importation of goods and payments thereof were treated by the State Bureau for Trade and Industry (Staatsbureau voor Handel en Nijverheid), while agricultural produce was dealt with by so-called monopoly holders. These agencies acted as delegates of the Zentraldienst für Ein- und Ausfuhr.

Control over Dutch foreign trade was placed in the hands of the Central Service for Dutch Imports and Exports (Zentraldienst für die Holländische Ein-und Ausfuhr) with headquarters at The Hague. This agency was created in August 1941 and became increasingly important as the Germans imposed new and more stringent controls upon trade with a third nation. The Central Service took over the functions of the old Crisis Export Bureau (Crisis Uitvoer-bureau). Its director was Dr. Ch. L. H. Truyen, and J. V. Waeckerlin was his deputy. The Central Service was given control over all permits, licenses, and certificates used in import and export trade. The control over export goods formerly exercised by the Government Bureaus was transferred to the Zentraldienst.

The Central Service dealt with all trade except that of government monopolies (Monopolbeschlüsse), which included, among other commodities, foodstuffs and the entire cereal trade.

Dutch trade with third nations was reduced to a mere trickle by the requirement that such trade agreements should be negotiated through German mediation and control. Several of these treaties to which the Netherlands was a party were agreed upon without consultation with the Dutch, and agreements were usually signed in Berlin. Dutch trade agreements were arranged with Belgium, France, Denmark, Norway, Sweden, Switzerland, Italy, Spain, and Serbia.

I. FINANCE

1. Currency

a. Invasion Measures

The first German monetary regulations for the Netherlands were issued on the day of the invasion. 1/ These regulations were contained in a proclamation issued by the German military commander for each area or region as it fell under German control. The proclamation contained the following provisions:

(1) The rate of exchange for the Netherlands is 1 guilder = 1.50 reichsmarks.

(2) The use of any other rate of exchange will be liable to punishment.

(3) German as well as Dutch legal tender must be accepted.

The provisions of the proclamation were regularized and supplemented in an official decree dated 10 May 1940. 2/ This decree stripulated:

(1) In the exchange trade between the Netherlands and Germany the following acts are prohibited:

(a) To send, transport, or transfer any non-German legal tender, shares, gold, or precious metal.

(b) To transfer or receive credit on any claims in reichsmark or guilders (to prevent any settling of claims during this period).

1/ Heeresgruppen Verordnungsblatt, 10 May 1940, p. 1.
2/. Ibid.

(c) To export from the Netherlands to Germany any German coins or banknotes except by the members of the Wehrmacht, the personnel of the German Railroad, people living on the border, and soldiers sending money orders (Veldpostwissels)

(2) The reichsmark and the guilder are legal tender in the Netherlands.

(3) The exchange rate is 1 guilder = 1.50 reichsmarks

b. The Currency Situation at the Time of the Invasion

On 10 May 1940 the Dutch Government attempted to forestall a financial crisis created by the German attack on Holland by instituting a bank moratorium which limited withdrawal of bank deposits to 3 percent monthly of the total deposits. As a result of this moratorium and of the trend of events the population began to hoard all the currency which was available. To relieve the consequent scarcity, silver coins and certificates were placed in circulation by the National Treasury. Some communities are reported to have issued emergency money. The money scarcity was not prolonged, and the moratorium announced on 10 May 1940 had already been revoked by 11 June 1940.

When calm was restored, the scarcity was succeeded by an abundance of money. This situation was in part created by the appearance of reichsmark bills and Reichskreditkassenscheine. It is true that these were immediately exchanged by the recipients and did not therefore appear in circulation; nevertheless, they did contribute to the money abundance. Only in the first days of occupation were the people compelled to accept ordinary German banknotes.

c. (Reichskreditkassen (RKK)

Because the Netherlands Bank at first was extremely uncooperative and the commercial banks were closed, the

Germans established Reichskreditkassen in the Netherlands. Eight such banks (Kassen) were set up. However, conditions soon became more settled under rigid German control, and the Netherlands Bank declared itself willing to exchange the RKK notes in circulation for ~~xxx~~ guilders and to provide guilders for the future needs of the troops. Finally, an agreement was made whereby no more RKK notes were issued as from the beginning of July 1940, and the notes still in circulation were withdrawn by the Central Control of the Reichskreditkassen. The value of these notes was credited to the Netherlands Bank.

This arrangement suited German schemes and was a measure of self-protection. In World War I, German notes were introduced into Belgium in great quantities, the Belgians being forced to accept them as legal tender. The Belgian Government took in these notes, and after the war they constituted a clear claim against the defeated Germans, who were obliged to make payment. To prevent a recurrence of this situation the Germans did not retain German notes in circulation in occupied areas, and the Netherlands Bank was forced to exchange national currency against German marks.

The original eight Kassen were reduced to four by mid-July 1940, and by August 1940 only the Amsterdam Kasse remained. It was maintained throughout the period of occupation, but it functioned almost exclusively as a liaison office between Germany, the Netherlands Bank, and Belgium.

d. Dependence of Dutch Currency on the German Mark

When German control in the Netherlands was transferred from the military to a civil administration, the rate of exchange was regularized in several decrees. In July 1940 the exchange value of the Reichskreditkassenscheine in relation to guilders was set at 1 guilder =

133 reichspfennigs. 1/ At the same time the decree issued by the Commander-in-Chief of the German Army establishing the legal monetary media in the Netherlands was revoked. In April 1941 the rate of exchange of the Reichskreditkassenscheine to guilders was changed to 132.70. 2/

On 1 April 1941 the deviezen grens between Germany and the Netherlands was lifted. 3/ By decree all existing exchange regulations between the two countries were declared revoked. To all intents and purposes the Netherlands became financially incorporated into the German Reichsbank; postal and other money transfers were declared free from restrictions, and no limit was placed on the money which travellers could take with them out of occupied Netherlands. On 20 October 1943, however, some kind of frontier was re-established and travellers were permitted to take over the border only two hundred Dutch guilders in bank notes.

German manipulation of the Dutch Banking Law of 1937, together with bookkeeping jugglery, reduced the occupied Netherlands to complete dependence on the German mark and paved the way to practically unlimited inflation. This was first brought about by an attempt to use the gold reserves in the hands of the legitimate Dutch government as coverage for an extensive bank-note issue. Later the Dutch proviso that the circulation of notes must be covered to the extent of two-fifths by coin or bullion was cancelled, and foreign bills (chiefly German treasury bills) were used as cover. These foreign bills were purchased with reichsmarks which the Netherlands Bank accumulated as a result of the surplus of

1/ Vbl. Nied., 7 July 1940, p. 56.
2/ Vbl. Nied., 24 April 1941, p. 310.
3/ Ibid.

exports to Germany. Since the invasion, the weekly issuance of treasury paper has amounted to the equivalent of 25 to 30 million guilders. In normal times it had been only a few million. Rost von Tonningen, the Dutch-Nazi President of the Netherlands Bank, stated in 1943 that "nearly two-thirds of the daily obligations of the Bank of the Netherlands were covered by the reichsmark currency, amounting to 2,200,000,000 guilders."

Actually, the total note circulation on 11 April 1944 was 4,007,000,000 guilders as compared with a prewar circulation of 1,158,000,000 guilders. A temporary decrease was effected in 1943 by calling in all 1,000 and 1,500 guilder notes. 1/ In an effort to stop inflation in Holland, the German authorities made the German Bureau for the Protection of Currency coresponsible with the Netherlands authorities for the protection of currency laws.

e. Coins and Notes in Circulation

Most of the pre-war Dutch coins were withdrawn from circulation and replaced by notes or zinc coins. Hoarding accounts for the disappearance of many of the pre-war coins.

In 1941 the folllowing coins were withdrawn from circulation: Ryksdaalders (2½ guilders), guilders, ½ guilders, 25 cents, and ½ cents. Old coins in denominations of 10 cents and over ceased to be legal tender on 5 September 1942, and the old 5-cent coins on 10 March 1943. The old 2½-cent coins were withdrawn in late 1942.

In early 1942 an order was issued authorizing the issue of 25, 10, 2½, and 1-cent zinc coins. In July 1941 new 10-guilder notes were issued, and later 2½ and 1-guilder silver notes were issued to replace

1/ Vbl. Nied., 14 March 1943, p. 131.

the Ryksdaalders and 1-guilder coins which had been withdrawn. In early 1942 new 20 and 50-guilder notes were issued, and in March 1943 the 1,000 and 500-guilder notes ceased to be legal tender.

The following notes and coins were legal tender in the Netherlands throughout the period of occupation:

Notes	Coins
300 guilders (circulation insignificant)	25 cents, zinc
200 "	10 " "
100 "	5 " "
50 "	2½ " "
25 "	1 " "
20 "	
10 "	
2½ "	
1 "	

2. Banking

a. The Netherlands Bank

The Netherlands Bank, established in 1815, was the only bank in Holland which enjoyed a government charter. It was a private company which had a monopoly on the issuance of bank notes. The Netherlands Bank was the government's banker, and the government had the right to overdraw its account to a maximum of fifteen million guilders. The business of the Netherlands Bank consisted chiefly of discounting bills of exchange and forwarding money on stock issues and on commodities. The government appointed the president of the bank for a term of seven years, and had a majority in the board of governors. The voting stockholders (the majority of voting stocks were in the hands of the government) appointed the director, Commission of Advice, and fifteen members of the Board of Governors, all for a term of five years.

The first civil official for the Netherlands appointed by the Germans was Dr. Wohltat, a German, who was made Commissioner for the Netherlands Bank six days

before Seyss-Inquart became Reich Commissioner for the Netherlands. He was directly responsible to the Reich Commissioner and served from 23 May 1940 to the end of March 1941. When he was transferred, Reichsbank-Direktor Dr. Albert Buhler replaced him. For a time the Germans retained most of the old officials of the Bank, although the Reich Commissioner assumed the power of appointing the president.

On 20 March 1941, when the veteran president of the Netherlands Bank, Tripp, refused to consent to systematic spoilation of the bank, the Dutch Nazi, Rost van Tonningen, was made president. Van Tonningen was also temporary Secretary General of Finance and Secretary General of Special Economic problems. Van Tonningen easily achieved the desired co-ordination of economic-financial policy in the service of Germany.

In a decree of November 1943 the German authorities in Holland abrogated the Bank Act of 1937 by making the Netherlands Bank a public institution. At the same time the president was given the right to form an advisory commission within the directorate, thus replacing the old board of governors elected by the stockholders. In addition, the German authorities were given the right to issue the bylaws of the Bank.

b. German Control of Dutch Banks

The Dutch banks in pre-war Netherlands enjoyed a great measure of independence. Regulations binding on all banks were usually self-imposed. Local and national control was negligible.

The Germans, however, altered this situation. On June 1943 the powers of Rost van Tonningen as President of the Netherlands Bank were greatly increased by giving him supervisory control over all banking activities.

A Bank Register was established, no bank in Holland being allowed to operate without registering. All banks were required to file balance sheets and profit-loss statements with the Netherlands Bank, which was authorized to demand periodic financial statements. Remedial measures could also be prescribed and the bank was required to give its approval to any administrative change in the Dutch banks.

c. German Banking Penetration

Unlike Belgium, where the whole German banking penetration was accomplished by establishing new subsidiaries, in the Netherlands German exploitation took several forms.

(1) Maintenance and Expansion of Existing Interests

The Continentale Handelsbank had long represented the financial interests of the Kali-Syndikat and the international potash industry in general. The Deutsche Bank, which long had an interest in the Handel-Maatschappij H. Albert de Bary & Co., had increased its holdings to a controlling interest. The Germans also greatly increased the holdings of the Berliner Handelsgesellschaft in the Hollandsche Koopmansbank.

(2) Participation in Existing Netherlands Banks

The newly created aviation bank in Germany, the Bank der Deutschen Luftfahrt, expanded into the Netherlands by acquiring all shares in a small bank, N. V. Hollandsche Buitenland Bank. The Germans also secured holdings in Rodius Koenigs Handel Maatschappij.

(3) Creation of New Establishments

German banks established the following subsidiaries in the Netherlands:

Commerz Bank -- Rijnsche Handelsbank
Dresdner Bank -- Handelstrust West N.V.
Bank der Deutschen Arbeit -- Bank voor Nederlandschen Arbeid
Oldenburgische Landesbank -- Bank voor Noord Nederland

The following banks were placed completely under German control:

Lippman Rosenthal and Co. (the official administrator of Jewish-owned capital)
Continentale Handelsmaatschappij
Hugo Kaufmann and Co. Bank
Effecten en Handels Compagnie
Bankierskantoor Rebholz

The Bank voor West-Europeeschen Handel was set up jointly by almost all the large German banks for the purpose of financing trade.

3. German Control of the Dutch Stock Exchange

a. The Trend of Business under Nazi Occupation

When the Netherlands was invaded in May 1940 the Amsterdam Bourse closed its doors and trading was not resumed until two months later. After a momentary lull in business the market value of securities began to rise sharply, and by 31 December 1940 the market value of eighty leading stocks on the exchange, excluding foreign securities, went up 50 percent. The reasons for the rise in market value were threefold: (1) fear of inflation, (2) availability of ready money (see I 1), and (3) political motives. German threats and financial manipulations succeeded in forcing sporadic and temporary decreases in the market value of securities, but not until rigid controls were imposed upon the Exchange could the Nazis regulate it effectively.

b. Important German Controls

In April 1941 the occupation authorities prohibited all trading in American shares on the Bourse. Publication of quotations was forbidden. The purpose

was to divert funds from American to German securities.

In May 1941 the Dutch corporations were forced to limit their profits so as to divert investment to German securities.

In July 1941 all Swedish government bonds were taken over by the occupation authorities at set rates.

In December 1941 the Germans manipulated a tremendous drop in market values of securities to coincide with the Axis gains in the Pacific theater of war. This was done by dumping on the market the security holdings of Dutch Jews which had been placed by the Germans with Lippmann, Rosenthal, and Co. (See T1, b (1). The real owners were credited at the lowest quoted rates while the Nazis took the profits.

The market regained its upward trend despite Nazi efforts to depress it. Early in 1942 the occupation authorities decreed that East Indian securities could no longer be accepted or held as collateral for loans or advances. This, however, did not prevent the Dutch from investing in these securities. The Dutch continued to manifest Allied sympathy through their Exchange transactions until finally the Germans were forced to place a ceiling on Stock Exchange quotations in September 1942. Security prices were fixed at levels far below the then existing quotations. The decree stated that all trading in a security was to be automatically suspended as soon as the price rose one-half of 1 percent above the officially fixed level.

On 1 November 1942 the full extent of Nazi control was imposed upon the Amsterdam Bourse. By a decree published on 25 September 1942 and made effective on 1 November, holders of shares worth more than 100,000 guilders (about $54,000) secured after 24 December 1941 were subject to the order to sell them at the Amsterdam Bourse, or turn them over to the Netherlands Bank. 1/ The securities were valued at the market price prevailing on 2 March 1942, when prices on Dutch colonial

1/ Vbl. Nied., 25 September 1942, p. 465.

shares in which speculation had been the greatest reached their lowest point. In some cases these same securities had risen to twice this low level. The decree of 25 September 1942 compelled the sellers of these shares to invest their returns in blocked treasury notes. The test of whether a block of shares was worth the maximum holding allowance was based on the market values prevailing 1 November 1942, the effective date of the decree. The decrees closely paralleled one which became effective in Germany in June 1942. The decree did not necessitate a wholesale disposal of shares but it provided for a gradual calling up of those shares liable to surrender.

The compulsory registration of securities imposed on Dutch shareholders was extended in early 1943. At that time a 50,000 guilder limit on individual stock holdings was put into effect. The decree stated that Netherlanders would have to declare all shares values about 50,000 guilders (instead of 100,000 guilders) acquired since 30 September 1940 (instead of 31 December 1941, as previously).

Despite the ceilings which were imposed on Exchange quotations in September 1942, investors began to trade in warrants for the purchase of frozen shares in excess of the fixed level. On 5 March 1943 a new effort was made to check the boom in international securities on the Amsterdam Bourse by freezing all security prices at their March 2 levels.

4. Taxation

The German tax administration was directed to two ends: increasing the tax revenue which had been disturbed by the invasion, and assimilating Dutch taxation to the German system. Soon after the invasion a fundamental reorganization of the tax system was begun. The following changes were introduced:

a. Introduction of a wage tax on the German pattern. 1/

1/ Vbl. Nied., 14 December 1940, p. 658.

b. Abolition of the two separate income taxes which had been a pre-war feature in the Netherlands -- the state income tax and the communal fund tax. 1/
c. A new and higher income tax with graduated rates in favor of large families. 2/
d. A tax on the salaries of members of directorates of firms. 3/
e. A change in the taxing of company profits.
f. A slight alteration of the land tax by the imposition of a sur-charge of 100-120 percent and a value increment tax, after the German pattern, amounting to 50 percent of the profits. (The latter was intended to keep down prices and was repealed in 1942 in favor of direct real estate price control.)
g. Change in the levy of the turn-over tax from one stage of production only to a smaller levy at each stage of production. 4/
h. Prohibitive taxation of high dividends in 1941. 5/
i. The introduction of three new taxes in 1942, each following closely the German pattern:

(1) A company tax replacing the former profits tax.
(2) An enterprise tax similar to the German Gewerbesteuer. (Only agricultural and wood and fishing enterprises employing less than ten persons and the professions were exempted from this tax).
(3) The property or capital tax. All companies subject to the corporation tax were subject to this tax, which was calculated solely on invested capital.

After these changes had been introduced, the Dutch tax system corresponded in outline to the German system.

5. Municipal Finance

The Germans introduced several important changes in municipal finance. Taxes of a purely local nature remained as before, but the new income tax law did away with the Communal Fund Tax and the surcharge thereon. The Communal Fund Tax, really an income tax, had been levied and collected nationally but the proceeds were assigned to municipalities on a scheme based on needs. The Germans also abolished local taxes on private capital and introduced instead a uniform national tax. Hence, the municipalities were left without a definite fund from which to draw. They had to depand instead

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1/ Vbl. Nied., 31 May 1941, p. 387.
2/ Ibid.
3/ Ibid.
4/ Vbl. Nied., 27 December 1940, p. 725; 27 June 1941, p. 499.
5/ Vbl. Nied., 27 June 1941, p. 492.

on direct government grants which could not be counted upon in advance.

Before the invasion, the financial condition of municipalities was sound, but the invasion and occupation led to a rapid deterioration. Rotterdam, The Hague, Nijmegen, Amsterdam, Leyden, and other municipalities faced large deficits. In some cases extraordinary expenses were met by special large government grants, but even after the grants had been taken into account the deficits remained considerable. To meet these deficits many of the municipalities issued a series of long-term and short-term loans.

6. The Cost of Occupation

The Germans have never revealed the actual cost of the occupation of the Netherlands. Various estimates have been given but the accuracy of these estimates can not be judged.

One of these estimates gives the following figures as of 31 August 1944:

Occupation costs	5,100,000,000 guilders
German bonds and claims on clearing account	4,700,000,000 guilders

Another source estimates that 1,300,000,000 guilders have been paid to Germany as so called voluntary contributions. The abnormal increase in Netherlands state expenditures during the occupation apart from the above cited payments has been estimated as amounting to 4,000,000,000 guilders.

The taxable assets of the Netherlands in 1943 amounted to 16 million guilders. In other words, this estimate of costs amounts to seven-eights of the entire Netherlands taxable wealth.

Another estimate of the per capita cost of occupation for several occupied territories is as follows: Holland,

$28.13; Belgium, $42.10; Denmark, $31.90; and Norway, $108.82. This estimate makes the occupation costs for the Netherlands lower than for any of the other northern occupied countries. An explanation of the disparity in occupation costs is lacking, although Thomas Reveille (Rifat Tirana) in his Spoil of Europe asserts that occupation costs were assessed on the basis of the last aggregate budgetary appropriations or the last total war budget from levels before the invasion. XXX XXXX

J. PRICE POLICY IN THE NETHERLANDS

The Dutch Government had adopted a type of price-fixing program for raw materials before the invasion. The program was carried out by the various Government Bureaus set up by the Dutch Government to control the price and distribution of such raw materials as were threatened by war conditions. (See E 3, a.) However, the program was not extensive or all-embracing.

Immediately after the occupation, the German military authorities fixed all commodity prices as of 10 May 1940. 1/ In July 1940 this ruling was confirmed while increases were permitted only by order of the occupation authorities. 2/

Requests for price increases were at first handled by the existing Government Bureaus./ (See E 3, b.) Several unsuccessful temporary measures were imposed to keep down prices, reauests, and black market activities, and, finally, the occupation authorities created a special office to deal with price policy and over-all control. A Commissioner (Gemachtigde) for Price Control was appointed by the responsible to the Secretary General of Trade and Shipping. 3/ He was assisted by an Interdepartmental Commission for Price Policy. The Commissioner of Prices, the office to which Dr. Schokkers was appointed, exercised an over-all controll with the exception of wages. Even in the matter of wages he worked closely with the State Arbiters (College van Ryksbemiddelaren). The authority of the Commissioner was defined in detail in a decree issued by the Reich Commissioner on 13 January 1941. 4/

1/ Heeresgruppen Vorordnungsblatt, 10 May 1940, p. 6.
2/ Vbl. Nied., 27 July 1940, p. 211.
3/ Vbl. Nied., 30 November 1940, p. 631.
4/ Vbl. Nied., 13 January 1941, p. 28.

A new step in price control was taken in the Price Control Order (Prijsvormingsbesluit), 1941, No. 1, which established a "fair price" in accordance with the requirements of wartime conditions. 1/ This was the first decree ordering the lowering of prices in certain cases. The decree was similar to an existing German law.

In exports from Germany to the Netherlands no higher price was permitted than the domestic German price. In export from the Netherlands to Germany the same price was to be used as was fixed for domestic use in the Netherlands (the price of 9 May 1940). 2/ In February 1941 it was ordered that the domestic price in Germany should be the maximum price in the Netherlands. Also, the Dutch exporter could sell to Germany only at the maximum Dutch price. Thus the Dutch exporters had two maximum prices. Of the two, the lower was binding. The German price policy for the Netherlands gave the Germans a perfect weapon to rule Holland's economic life. By raising or reducing prices they could eliminate an industry competing with Germany.

Prices of agrarian products were covered by an entirely different set of regulations without establishing consistency in keeping prices down. In the case of dairy products the Germans brought the prices up by abolishing the subsidy to farmers given under the Agricultural Crisis Law. In the case of vegetables and fruit the Germans established a high maximum price prohibitive to many consumers in Holland. A certain amount of the harvest had to be sold to the Germans, with the provision that, if the remainder of the harvest was not sold for the maximum price to the Dutch, it too had to be sold to the Germans.

Before the war, prices in the Netherlands were 30-40 percent lower than in Germany. Under occupation, the price limits were revised with the result that in 1942 the price levels in the two countries were about equal.

1/ Vbl. Nied., 23 August 1941, p. 709.
2/ Ibid., p. 692.

K. TREATMENT OF PROPERTY

Late in 1940 the occupation authorities introduced regulations prohibiting the acquisition of agriucltural land by any person other than a farmer except by special permission. Farm-land leasing committees called into exsitence in 1938 were used by the occupation authorities to carry out the regulations. A series of regulations was also passed to control the conditions of sale and price of many types of property as a curb of inflation and speculation. Several of these measures were as follwos:

1. A license was required to sell books, phonograph records, etc. This license had to be secured from a special commissioner appointed by the Reich Commissioner.

2. All private holdings of gold had to be turned into the Netherlands Bank by February 1941, and a permit had to be obtained to acquire precious metals.

3. All foreign assets had to be declared as of 1 March 1941. The Secretary General of Finance was given the power to compel the sale of such holdings to the Netherlands Bank.

4. The sale of Dutch firms valued at more than 100,000 guilders to persons living abroad was prohibited except by a special permit.

5. The customary limitations were imposed on enemy property. Such property had to be registered with the Deutsche Revisions - und Treuhand, A.G., at The Hague. Bank balances of persons of enemy countries could be drawn on to the extent of 200 guilders per month plus allowances for dependents.

L. LABOR

1. Labor Service

a. The Reconstruction Service

Shortly after the subjugation of the Netherlands the occupation authorities made provision to employ the demobilized Dutch soldiers and released prisoners of war in a Reconstruction Service. 1/ The Commandant (Arbeitsleiter) of the Reconstruction Service, appointed by the Reich Commissioner, was Major Breunesse, a Dutch army officer who showed an interest in collaboration. He and his assistant (Verwaltungsdirektor) were placed under the jurisdiction of the Secretary General of General Affairs. By the end of the summer of 1940, the Service employed 55,000 men between the ages of 20 and 35. Experience taught Major Breunesse that the Dutch workers were uncooperative and undisciplined, and he soon began to work out a plan for a compulsory Netherlands Labor Service, the leaders of which were to be drawn from the Reconstruction Service. In preparation for the establishment of such a Service all corporals and privates over twenty-five and junior officers over thirty-five in the Reconstruction Service were dismissed, and those retained were to form the nucleus of the Netherlands Labor Service. These men were trained in special camps in Holland.

b. The Netherlands Labor Service (Nederlandsche Arbeidsdienst--NAD)

As early as January 1941, posters were displayed inviting all young men between eighteen and twenty-three to work in the Labor Service, which at the time was to remain voluntary. The Service was to be non-political, non-military, and purely Dutch in leadership and spirit.

1/ Vbl. Nied., 1 August 1940, p. 232.

The Reconstruction Service was suspended in May 1941, 1/and its place was taken by the Dutch Labor Service 2/ under the supervision of a Commandant responsible to the Secretary General of General Affairs. Major Breunesse was placed in charge of it and retained this position until 1941, when he was replaced by de Bock, formerly a Lieutenant Colonel in the Dutch Army, who worked in close co-operation with Bethmann, the representative of the German Labor Service at The Hague.

The NAD decree of May 1941 declared that all young men and women between the ages of eighteen and twenty-five must serve in the Netherlands Labor Service. The Secretary General of General Affairs was empowered to issue conscription regulations. In spite of this decree, during the first year of its existence the NAD remained entirely voluntary. The first draft (April 1942) for work in the NAD applied to men of eighteen to twenty-two (with some exceptions) who wished to enter civil service or teach in private schools after 1 January 1943, and who were unmarried. The period of service lasted from 1 June to 14 November 1942 except for students, who were dismissed on 24 October 1942. Volunteers between the ages of seventeen and twenty-three would also be accepted.

The next draft was announced in late 1942 and applied to all men born between October and 31 December 1924. In 1943 further categories were conscribed. The Women's NAD remained entirely voluntary until August 1944, when the first unconfirmed reports of the conscription of women were received.

1/ Vbl. Nied., 26 May 1941, p. 376.
2/ Ibid., p. 370.

c. The National Labor Exchange (Ryksarbeidsbureau--RAB) and the Allocation of Labor in the Netherlands and Germany

(1) Establishment of the RAB

War dislocations played havoc with the Dutch labor situation. While some industries were forced to close down entirely, creating a great deal of unemployment, other industries experienced a dearth of labor. German war industries in Holland and Germany were swamped with orders and did not have sufficient personnel to fill these orders. The Germans and German sympathizers promised to do away with all unemployment, and, to keep this promise, allocation of labor was necessary. This problem was solved in various ways.

Almost immediately after the invasion the Germans began to recruit Dutch labor for work in Germany through advertising agencies and individual firms. The response, however, was entirely inadequate and a system of controlled allocation had to be introduced.

To direct labor into such work as was available, the system of the National Labor Exchange was established in September 1940. It replaced the labor-exchange system which was organized on a local basis before the war. The Bureau was set up as a section of the Department of Social Affairs under the Commissioner General of Finance and Economics. It was headed by a Director General. The RAB had a staff of seventy and an organization in the provinces consisting of thirty-seven regional labor exchanges (Gewestelijke Arbeidsbureaux--GAB) and forty-four branch offices. The total number of personnel employed in these offices was 4,500. About one-fourth of this number were NSB members. Later it was reported

that the 27 GAB Offices were reduced to 24 and the number of branch offices was increased to 155.

(2) Labor Allocation Regulations

Decrees 42/1941 1/and 26/1941 2/were the life-line of the German compulsory labor policy. They enabled the directors of the GAB to force all Dutchmen, regardless of age, to work in Holland and Germany. This had only applied originally to men of/eighteen to forty-five. This decree also applied to women in Amsterdam and some municipalities at the frontier, but for work in Holland only. The decision of the director of the GAB was decreed to be final. The regulations were carried out by Dutch officials in offices where NSB members were directors, and by Germans where there were no NSB directors.

The Registration Decree of 20 February 1942 3/stated that all men and unmarried women between eighteen and forty normally living in the Netherlands were compelled to report to the GAB if they did not have a sufficient income to live on. This registration aimed at preventing an escape from labor service by the unemployed. The director of the GAB made the final decision in doubtful cases.

The Decree of 1 March 1943 4/ on Change of Occupation was intended to assure the armament and food-processing trades of sufficient help. It contained the following provisions:

(a) A labor contract of any kind whatsoever may be dissolved only if the GAB agrees, and in some cases the contracts can be dissolved only by the GAB.

(b) Compulsory registration shall apply to persons leaving subsidiary services.

(c) Private employers may employ workers only with the consent of the GAB.

1/ Vbl. Nied., 3 March 1941, p. 152.
2/ Vbl. Nied., 25 March 1942, p. 155.
3/ Vbl. Nied., 23 February 1942, p. 72.
4/ Vbl. Nied., 1 March 1943, p. 99.

The Decree to Close Down Enterprises, 15 March 1943, 1/ established the following regulations:

(a) Certain professions and jobs are unessential and therefore forbidden. The workers in these jobs must report to the GAB for placement in more essential employment.

(b) Certain enterprises are forbidden to employ men between the ages 18-30, or 18-45, or 18-50. Such workers must report to the GAB as unemployed The decree of 6 May 1943 required all men from 18 to 35 to register at employment offices.

(3) Results of Labor Allocation and Deportation to Germany

The results of allocation of labor for Germany were disappointing for the Germans largely because of the resistance of the loyal officials in the GAB. In spite of the obstructionist policy of these loyal Dutch civil servants, the allocation of Dutch labor to Germany was considerable from the Dutch point of view.

Official figures regarding the total number of Dutch workers in Germany are conflicting. One of the most recent estimates states that the total numbers of these already at work in foreign countries are approximately 450,000, of which 37,000 are in France and Belgium. The 50,000 frontier workers are not included in these figures.

2. Labor Organizations

a. Pre-war Dutch Trade Unionism

In pre-war Netherlands the Social Democratic Labor Party (De Sociaal Democratische Arbeidersparty--SDAP), which was supported by more than 20 percent of the electorate, was the most influential party representing labor. The largest Dutch trade union, the Nederlandsch Verbond van Vakvereenigen (NVV) was closely linked to it.

1/ Vbl. Nied., 15 March 1943, p. 135.

In pre-war Netherlands there were 227 labor groups with 11,324 subdivisions organized into four large labor unions. The following table shows the percentage of labor supporting each group in 1937 and the membership in 1938:

Labor Union	Percentage of labor support in 1937	Membership in 1938
Nederlandsche Verbond voor Vakvereenigen (NVV)	39.16	302,259
Roomsch Katholiek Werkliedenverbond (RKW)	23.23	177,322
Christolijk Nationaal Vakverbond (CNV)	14.96	113,231
Nederlandsche Vak Centrale (NVC)	6.16	45,719

There were also four small unions: Nationaal Arbeids Secretariaat--NAS (1.57%), Nederlandsche Syndicalistisch Vakverbond--NSV (0.26%), Oud Katholiek Vakverbond--OKV (0.08%), and Nationale Werknemers Vereeniging.

b. Suppression of Dutch Trade Unionism

(1) The SDAP

The Social-Democratic Labor Party had always vigorously opposed the NSB. Therefore, when the National Socialists became the favored party under German occupation, the SDAP, in May 1940, destroyed all documents and membership lists and sent their funds to England.

The Germans did not, however, adopt a policy of suppression immediately. They permitted the SDAP and the trade unions to continue under German supervision. The Dutch Nazi, Rost van Tonningen, was placed in control of the SDAP on 20 July 1940, with the title of Commissioner for the Political Labor Movement. However, his efforts to secure collaboration were so unsuccessful that in October 1940 the SDAP was formally dissolved.

(2) The NVV

The trade unions could not follow the lead of the SDAP in destroying their documents. When the Dutch Nazis, led by Woudenberg, took control of the NVV on 15 July 1940, only twenty-eight of the three hundred NVV leaders, in addition to the executive committee, left their positions. The funds of the union, however, had been removed to England. When Woudenberg became Commissioner for the NVV, three of the smaller non-Confessional unions and the small National Socialist union were amalgamated with the NVV.

Woudenberg's efforts to transform the NVV into a National Socialist institution were resisted by the workers. Loss in membership in the NVV was considerable, some estimates placing it as high as two hundred thousand members. To compensate for this loss, Woudenberg announced a general pardon effective for one month from 10 October 1941 for the members of the NVV were increased. Membership thereupon while social insurance benefits did increase. In order to increase membership still further, it was decided that from 1 January 1942 no other trade union would receive an insurance subsidy from the state. All these developments, however, were a prelude to extending control over all of Dutch trade unionism and to the absorption of all existing workers' associations into a Netherlands Labor Front built on the German pattern.

(3) The Confessional Unions

The strong Confessional trade unions which were allowed to continue their independent existence for some time acquired many new members at the expense of the Nazified NVV. On 25 July 1941 Woudenberg also took charge of the religious Unions when he assumed full control as commissioner for both Catholic and Protestant unions. The Catholic clergy issued a stern protest and declared that

under NSB leadership the RKV ceased to be a Catholic union and that Catholics could no longer be members of it. To all intents and purposes the religious unions were therefore disbanded in July 1941.

c. The Dutch Labor Front (Nederlandsche Arbeidsfront--NAF)

(1) The Establishment of the NAF

On 1 May 1942 the NAF was created under the leadership of Woudenberg to take the place of all Dutch trade unions. The Labor Front embraced both employers and employees. Membership was not compulsory and the NAF was to be non-political. The NAF was given responsibility for the payment of social insurance. Application forms were sent to all former NVV members, but, according to an underground paper, only 17,000 of the 525,000 cards were returned. Thereupon Woudenberg proclaimed an extensive pardon to all those who had been members of a recognized union on 15 July 1940.

(2) The Organization of the NAF

The Central Bureau of the NAF was headed by Woudenberg, who was appointed by the German occupation authorities. The Central Bureau was composed of eleven chief divisions: Bureau of the Leader, Staff, Organization, Development, Press and Propaganda, Finance, Social Affairs, Joy and Labor, Technical Education and Industrial Leadership, Legal Affairs, and Public Organization. Each chief division was headed by a division leader. Each division was subdivided and was headed by a subdivision chief. Alongside the chief divisions there were independent divisions for women, youth, and for trades and crafts.

The NAF was divided regionally into eleven provincial bureaus with headquarters in the capitals of the provinces and special regional offices for Rotterdam and

Amsterdam. Each of the regional divisions was headed by a provincial chief and was divided into eleven divisions corresponding to those of the Central Office.

The most important sections of the NAF were the divisions of Social-Economic Affairs, Legal Affairs, and Finance. The Division of Social-Economic Affairs was composed of four sub-sections: (1) General Affairs and Provincial and Local Offices, (2) Labor, (3) Enlightement, (4) Labor Arbitration for Care of Dutch Workers in Germany. The divisions of Social-Economic Affairs and Legal Affairs took over most of the functions of the old trade unions. The financial division had control over unemployment compensation funds.

The NAF set up a supervisory machine in various enterprises by the institution of "Social Stewards." The duties of these social foremen were defined as follows: to secure better wages through mediation with industrial organizations, to secure better hygienic conditions in workshops, to maintain canteens and eating places, and to regulate vacations. The Social Stewards were paid by the employer but were chosen by the Nazi authorities. They were directly under the control of Woudenberg, the head of the NAF, and had to belong to the National Socialist Party. In December 1942 Woudenberg claimed there were 35,000 functioning social foremen, but an issue of the Algemeen Handelsblad in 1943 claimed that there were only 5,100.

There was a close connection between the NAF and the German DAF. Workers who were sent to Germany were automatically enrolled as members of the NAF, and membership dues were taken from their salaries. Such workers were automatically entitled to NAF privileges and after finishing their labor contracts in Germany were considered as

continuing members of the NAF.

3. Wage Control in The Netherlands

a. Pre-Invasion Measures

The Dutch Government had instituted several mild regulations involving wage control before the invasion. Need was felt for more rigid regulations and the matter was being studied. Following a recommendation offered by an advisory committee, the Dutch Government took the position that a system of a sliding wage scale, permitting periodical increases based on the index figure indicating a rise in prices, would not be feasible.

b. Invasion Measures

The proposed administrative measures which the Dutch Government had intended to adopt were interrupted by the invasion.

In an announcement by the German Military Commander on 18 May 1940, the raising of wages above the level effective on the day of the invasion was prohibited except by special permission. 1/

For some time there was no elaboration of a wage control beyond that of the Military Commander. Because of war dislocations there was a tendency to lower wages drastically in many industries. Since strikes were prohibited, the workers had to have recourse to the College of State Arbiters (Ryksbemiddelaars). The decree gave the State Arbiters a function which was not assigned to them under the Labor Arbitration Act of 1923. In addition to mediating in cases brought to this body by the interested party, they were given the new power of making binding regulations. Under the new arrangement cases were brought before the entire body of the College of State Arbiters rather than before individual arbiters, each for his own district, as had been the case previously.

1/ Heeresgruppen Verordnungsblatt, 18 May 1940.

c. Regulations of the Civil Occupation Authorities

The regulation issued by the Military Commander on 24 May 1940 was rescinded when the Reich Commissioner issued a wage-control decree. 1/ This decree stated that permission had to be obtained for every decrease in salary about which the employer and employee were in disagreement. No permission was necessary when the interested parties were in accord. Additional regulations were issued on 28 November 1940, when the enforcement of wage and salary regulations in the broadest sense were assigned to the College of State Arbiters. 2/ The decree made allowance for wage adjustments only when the permission of the College had been previously received. In pursuance of its new functions the College of State Arbiters had to work closely with the Commissioner for Prices.

The arrangement prescribed in a decree of November 1940 3/remained in force until the Dutch Law for the Arbitration of Labor Differences (Arbeidsgeschillenwet) was made invalid two years later. 4/ The College of State Arbiters was based upon that law and it was therefore abolished when the law was declared invalid.

The College of State Arbiters had outlived its usefulness. When, on 16 October 1942, the famous Labor Charter was promulgated in the form of a decree, all matters pertaining to wage-fixing, labor disputes, and collective agreements were assigned to a Controller of Labor appointed by the Ministry of Social Affairs. 5/

4. The Statute of Labor

The Statute of Labor of 16 October 1942 superseded all previous legislation dealing with wages and working

1/ Vbl. Nied., 29 August 1940, p. 359.
2/ Vbl. Nied., 30 November 1940, p. 628.
3/ Ibid.
4/ Vbl. Nied., 31 October 1942, p. 514.
5/ Vbl. Nied., 16 October 1942, p. 493.

conditions. The decree provided for the thorough Nazification of working conditions. In the light of this decree an enterprise was viewed not only as an economic unit but also as a social unit. The decree introduced the leadership principle into labor; it abolished the College of State Arbiters, provided for a Controller (Gemachtigde) for Labor, and abrogated the principle of collective bargaining.

The decree used the words "Betrieb," "Betriebsführer," and "Gefolgschaft" in the original German because a suitable Dutch translation could not be found. The Betrieb was the economic enterprise within which one employer worked with at least one employee. In the Betrieb the employer was the Betriebsführer and the employee was the Gefolgschaft (follower).

The planning of labor was done by a controller who was subordinate to the Secretary General of Social Affairs. He was appointed and dismissed by the Secretary General, who also appointed subordinates to the Controller. All matters of great importance had to be submitted to the leader of the NAF. The Controller was assisted by an Advisory Council composed of/ten to twenty persons outstanding in the economic and social life of the Netherlands. The Betriebführer and members of the Gefolgschaft were represented in equal numbers and were appoin appointed by the Controller with the advice of the leader of the NAF and the leader of the Landstand. [illegible] Those appointed to the Council could not refuse membership.

The Betriebsführer and Gefolgschaft had to co-operate to further the interests of the Betrieb and the welfare of the community. The Gefolgschaft was pledged to loyalty and the Betriebsführer to seek the welfare of the Gefolgschaft. In every enterprise employing more than ten members of the Gefolgschaft, the Betriebsführer had to draw up regulations

for wages and working conditions after consultation with the Social Foreman of the NAF.

The decree of 16 October 1942 became effective on 1 November 1942. It was practically a translation of the German National Labor Act. The provisions in the German Labor Act regarding elections and tasks of "Councils of Trust" of "Social Honor," and safeguards in case of termination of employment, however, were omitted in the Dutch Labor Act.

The position of Controller of Labor was first given to R.A. Verweiy, Acting Secretary General of Social Affairs. On 1 February 1943, C. J. van Rijs was made Controller of Labor.

5. German Agencies of Control

The representative of Sauckel, Controller of Labor Allocation (Generalbevollmächtiger für den Arbeitseinsatz) in the Netherlands, was Hauptdienstleiter Schmidt, the Commissioner General for Special Tasks. When Schmidt was killed in June 1943, his position was filled by Dienstleiter W. Ritterbusch. By assuming Schmidt's post, he became a Chief Labor Controller in the Netherlands. In the bureau of the Commissioner General for Special Tasks there were special labor sections -- one dealing with Arbeitsdienst and another with Arbeitnehmer-und Unternehmer-Verbände. The authority of Ritterbusch in matters pertaining to allocation of foreign labor was delegated in part to the Hauptabteilung Soziale Verwaltung (HSV) under the Commissioner General of Finance and Economics in the Reich Commissariat. The HSV was headed by Apitz, who had the important task of carrying out the details of labor recruitment for German industries. The HSV was divided into three sections: Referat Arbeitseinsatz; Referat Arbeitsrecht, Soziale Verfassung, Lohnpolitik und Arbeitsschutz; and Referat Sozialversicherung.

The name of Dr. Boening has frequently been reported in documents dealing with German labor recruitment in Holland as an official of the HSV. His position was sometimes described as president. As an experienced labor official of the German Government -- he was President of the Pomeranian Regional Employment Office -- he was assigned to Holland to recruit Dutch labor for Germany. No exact definition of Boening's position in Holland has been received.

The HSV had branches in Rotterdam, 's-Hertogenbosch, Utrecht, and Groningen. These branches were called Aussenstellen. Just as the central office of the National Labor Exchange at The Hague was under the control of the HSV, those of the GAB were under the control and supervision of the Aussenstellen within whose regional jurisdiction they lay. The Aussenstellen inspected the GAB offices daily. About fifteen persens were employed in each Aussenstelle in addition to the Fachwerber who were placed in the GAB offices for control, supervision, and advice in interpreting decrees.

These German agencies of labor control were imposed upon the purely indigenous Dutch system of labor regulation. From the Dutch point of view, labor regulation and control came under the Secretary General of Social Affairs, Verwey (acting Secretary General). Woudenberg as head of the NAF and J. C. van Rijs, Controller of Labor under the provisions of the Statue of Labor of 16 October 1942, were subject to the authority of Verwey, Secretary General for Social Affairs.

M. CONTROL OF AGRICULTURE, FOOD SUPPLY, AND FOOD DISTRIBUTION

1. Introduction

The Netherlands had introduced a planned agricultural economy during the economic crisis following 1929. The Agricultural Crisis Laws provided for Agricultural Crisis (Landbouwcrisis) Organizations in each province. These organizations employed a large group of royal officials who executed the Agricultural Crisis Acts in their respective regions. The chairmen of the Agricultural Crisis Organizations were also the Food Commissioners for the Provinces. When in 1939 the Bureau for Food Supply (Ryksbureau voor Voedselvoorziening) was established, the Agricultural Crisis Organizations were placed under its jurisdiction. The Food Commissioners were usually the secretaries of the chief provincial farmers' union.

While the Agricultural Crisis Organizations were brought into close contact with the farmers and their work, the task of issuing regulations governing specific agricultural commodities was left to the various Centrals for certain commodities.

In addition to these public agrarian agencies, there were many private agrarian associations. The three principal farmers' organizations were: the Catholic Farmers' Association, (Katholieken Boeren-en Tuinderbond), which had a membership of one hundred thousand; the Protestant Farmers' Union; and (Het Koninklijk Nederlandsch Landbouwcomite) the Royal Dutch Agricultural Committee. These three associations were each broken down into regional and local branches.

2. The Dutch Nazi Attempts to Secure Control

a. The Netherlands Agrarian Front

Immediately following the invasion, the Nazis launched

an intensive campaign to reorganize Dutch agriculture into a scheme suited to German interests. All farmers were urged to join the Netherlands Agrarian Front under the leadership of the Dutch Nazi, E. J. Roskam. He had previously been leader of the NSB Farmers' Front, with which the small organizations Landbouw en Maatschappij and Boumans Action were amalgamated. All these groups were made up of malcontents. Theoretically the Agrarian Front was to be non-political, but the chief posts were reserved for NSB members such as Roskam, the leader, and Posthuma, chairman of the Council of Advice and the Directorate, and G. J. Ruyter, chairman of the Agrarian Council.

The Agrarian Council (Agrarischen Raad) was composed of Gouwleiders in the Agrarian Front. The entire country was divided into Gouwen, which were usually the provinces. The Gouwleiders were chairmen of the Gouwraden, which were in turn composed of the Area Deputies (Streekgemachtigden). The latter were in turn chairmen of the Streekraden, which were composed of Local Deputies (Buurtgemachtigden).

b. The Commission for the Organization of Agriculture

On 19 March 1941 the Reich Commissioner set up a Commission for the Organization of Agriculture headed by Dr. Posthuma. It was designed to control the activities of all bodies concerned with agriculture for the purpose of regulating agricultural production. Members of the Commission were the chairmen of the three large Farmers' Associations mentioned above and of the Agrarian Front. The Commission was directly responsible to Commissioner General Fischboeck. The agrarian associations agreed to co-operate but only in technical matters; in fact, when it came to setting up local commissions, members of the NSB were not given the positions.

c. Steps Leading to the Establishment of the Landstand

Initial plans for the thorough control of Dutch agriculture were made in the Reich Commissariat by the German agricultural leader, De Wiljes, and by Count Grothe, who has since died in Russia.

In September 1941 the administrative bureau of each of the Agricultural Crisis Organizations mentioned above was expanded by two members from the Agrarian Front. The Agrarian Front obtained another important post when F. Ruyter was made Director General of Agriculture.

On 6 August 1941 Seyss-Inquart appointed the Secretary of the Agrarian Front, Dr. O. F. J. Damave, to the position of commissioner of the large Catholic Farmers' Association. The members of this organization left the association, and the diocesan branches broke away from the central organization. Damava thereupon imposed rigid controls. No resignation of membership was permitted and officials could resign their posts only with agreement of the commissioner. Other farmers' associations, realizing what was in store for them, began to disband. Even with this official help, Damave was unable to bring the Catholic farmers to collaborate with the Nazis, and on 14 September 1943 he was dismissed by the Reich Commissioner. B. H . van Till was appointed to succeed him for the express purpose of liquidating the remnants of the Catholic Farmer' Association.

3. The Netherlands Landstand

a. Establishment

The Landstand, with E. J. Roskam as its head, was created by decree in October 1941. 1/ It was an attempt to amalgamate in a single body the many Dutch agrarian associations, including those of landowners, tenants, farmers, and agricultural laborers. The Landstand was charged with the care of the interests and honor of its members and, within

1/ Vbl. Nied., 23 October 1941, p. 838.

the sphere assigned to it by the state it had power to make regulations; it was also to promote the production of food. The Secretary General of Agriculture and Fisheries had power to make regulations implementing this decree. The Landstand was intended to be somewhat of the counterpart of the German Food Estate.

The Netherlands Agrarian Front was dissolved and its members incorporated into the Landstand, as were also all the old agricultural, horticultural, and agricultural relief organizations.

b. Organization

The internal structure of the Landstand was established by the Secretary General of Agriculture and Fisheries in an order dated 6 February 1942. The Boerenleider or his deputy (Voorman) was charged with leadership of the Landstand. The Boerenleider was assisted by a Farmers' Council (Boerenraad) made up of the Boerenleiders of the provinces, who were ex officio members, and others appointed by the Boerenleider. The latter could also institute special commissions for advisory purposes. Associated with the Boerenleider was the Chief Staff Leader (Hoofdstafleider), who was responsible for the daily administration of the bureau of the Landstand.

The Boerenleider guided and controlled the Landstand through four chief divisions. These were:

(1) People and Soil (Volk en Bodem), charged with the interests of the rural population.
(2) Production (Voortbrenging), charged with establishing lines of policy for regulating the industrial economic concern of the rural population.
(3) Food Supply (Voedselvoorziening), charged with co-operation in matters of food supply.
Administration, Education, and Statistics (Beheer, Voorlichting en Statistiek), charged with organizational matters.

Each of these divisions had a Head (Hoofd) who was assisted by a Staff Leader (Stafleider), in charge of the administrative bureau.

In each province there was a Boerenleider for the province who was in charge of the administration of the Landstand and who represented the Boerenleider in provincial matters. He was assisted by a Farmers' Council (Boerenraad) and a Staff Leader in charge of the provincial administrative bureau. The Boerenleider was empowered to extend the jurisdiction of the provincial Boerenleider to territory beyond his own province. In this case he received the title of Gouwenboerenleider.

In each municipality there was a local Farmers' leader (Buurtboerenleider) assisted by a local Farmers' Council (Buurtboerenraad).

c. The Commission for Advice to the Landstand (Commissie van Advies)

In March 1942 the Commission for Advice to the Landstand was established under the leadership of Dr. F. E. Posthuma, former Minister of Agriculture, who had long been a pro-Nazi. The Commission, of which several professors and important technicians were members, had as its purpose advising and guiding the Boerenleider and the leaders of the chief divisions of the Landstand.

d. Attitude of the Dutch Towards the Landstand

Even E. J. Roskam, Boerenleider of the Netherlands Landstand, was forced to admit that the organization was not at all popular among Dutch farmers. In spite of the compulsory membership, the great majority of Dutch farmers refused to have anything to do with the Landstand. Acceptance of the organ Landstand constituted acceptance of membership. Many farmers regularly returned the copies sent to them and others refused to accept them at all. From the point of view of Nazifying the Dutch farmer, the Landstand was an abject failure. Its liquidation was several times under consideration. Many of its leaders, including Roskam, were forced to resign their posts in the organization.

4. The Co-operatives' Council

In March 1942 a Co-operatives' Council was created to control all farmers' co-operative societies in the Netherlands. This council was the top organization for more than four thousand farmer co-operatives which existed in the form of credit and farmers' banks, sugar factories, potato flour, and dairy products factories. The Co-operatives' Council had the power of dissolving any co-operative society which did not become affiliated with the Council within four months, did not carry out the Council's injunctions, or whose membership was so small that its existence was no longer economically justified. The function of the Co-operatives' Council was defined as the furtherance of the common interests of the societies and the prevention of activities harmful to the community at large.

The control of the co-operative societies was very important since they did not come under the jurisdiction of the Landstand. As much as 96 percent of the agricultural products of Holland and 75 percent of the milk produced was delivered to the co-operatives, and most of the village financial transactions went through the farmers' co-operative loan banks.

The chairman of the Co-operatives' Council was appointed by the Secretary General of Agriculture and Fisheries with the advice of the leader of the Landstand. B. H. van Till has been appointed chairman of the Council.

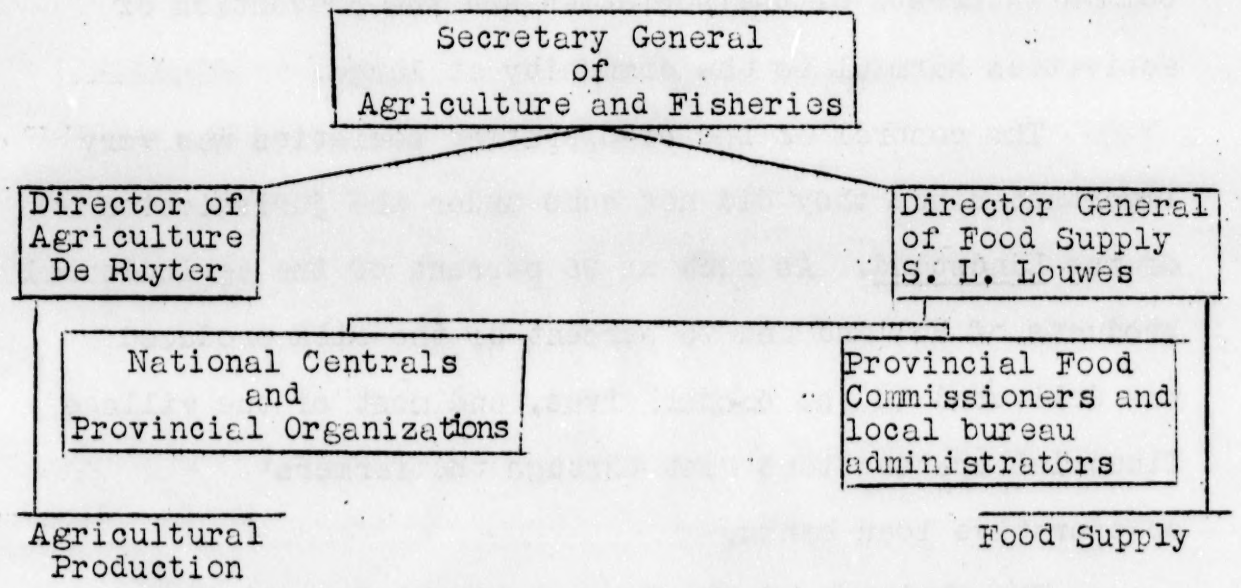
5. Food Supply and Distribution

a. Agencies for Food Supply

(1) The Government Bureau for Food Supply in Wartime

The Government Bureau for Food Supply in Wartime was established before the invasion of the Netherlands. (See E 3, a.)

The bureau was a fusion of the Division of Agricultural Crisis Matters of the Department of Agriculture and Fisheries and the former administrative bureau for the administration of the Agricultural Crisis Law of 1933. It was placed under a director with the title of Director General for Food Supply. He was made responsible to the Secretary General of Agriculture and Fisheries for carrying out food supply regulations. In these matters he employed the services of Provincial Food Commissioners and local bureau administrators. In addition to these agents the Government Bureau availed itself of the services of the national Centrals and provincial organizations. The following chart indicates the relationship of these food production and supply agencies.


Secretary General of Agriculture and Fisheries
Director of Agriculture De Ruyter
Director General of Food Supply S. L. Louwes
National Centrals and Provincial Organizations
Provincial Food Commissioners and local bureau administrators
Agricultural Production
Food Supply

The powers of the Government Bureau for Food Supply were later ~~XXXXX~~ curtailed by newly created public agencies such as the Landstand (see M 3) and the Industrial Groups (see E 4, b.) The Landstand, for example, established in each province a Food Council (Voedselraad) which was responsible to the Food Commissioner in the province. The Industrial Groups and their subdivisions likewise had sections which dealt with food supply. Such sections are specifically mentioned in the Food Supply Organization decree as part of the plan for the development and organization of

a Food Supply Organization. These sections of the Industrial Groups had local and provincial offices.

(2) The Council for Food Supply (Raad voor Voedselvoorziening)

The Council for Food Supply was provided for in a decree of April 1941, but it was not created until March 1942. Its purpose was to advise the Secretary General of Agriculture and Fisheries and to co-ordinate the various agencies for the control of food supplies. The Council included the Director General of Food Supply, the Director of Agriculture with several of his chief assistants, several representatives from the Department of Trade, Industry, and Shipping, several representatives from the Department of Finance, the chairmen of the Industrial Organizations dealing in food supplies, representatives of the Landstand, representatives of industrial and trade groups for industry, trade, and craftmanship which dealt with food supply, and representatives of the public health division. S. L. Louwes was chairman of the Council.

(3) The Emergency Control Service

The Emergency Control Service was the police service for the regularization of food supplies. It aimed at enforcing the delivery of quotas of food products and at stamping out black market activities. The Emergency Control Service had a staff of 38,000 inspectors, but their services were so ineffective that there was much agitation for a compulsory yield per hectar as in Belgium and Germany. The system of control was criticized in the Dutch Nazi press as too intricate and complicated.

b. Food Distribution

(1) Introduction

Plans for a compenhensive rationing system for the Netherlands were complete at the time of the first stages of

the war, in which Holland was not yet involved. These plans were put into effect beginning September 1939. Evidence at hand indicates that the original main agencies of distribution were used without substantial change. The system described below is that which was introduced in September 1939.

(2) The System Established in 1939

The distribution service was centralized in the Central Distribution Office at The Hague (Centraal Distributiekantoor) and was made part of the Division of Small Enterprises of the Department of Trade and Industry. The Central Distribution Office was charged with the technical execution of distribution. This office sent to the local distribution agencies the Basic Distribution Card, a permanent identification filled out with data supplied by the population registers, and all ration books.

To facilitate the administration of distribution, the country was divided into 479 Distribution Circles (Distributiekringen) and 4 Distribution Inspectorates (Distributie-inspecties). The local bureaus carried out the administrative measures imposed from above. The four inspectorates were set up in northern, eastern, western, and southern parts of the country; the five large cities (Amsterdam, Rotterdam, Utrecht, Haarlem, and The Hague) were directly responsible to the Central Distribution Office. These inspectorates formed the liaison between the local and provincial authorities on one hand and the national government on the other.

When the system was first established, fifty employees, in addition to the employees already functioning in the Agricultural Crisis Organizations, were appointed.

In December 1939 the Central Council for the Distribution of Foodstuffs (Centralen Levensmiddelendistributie-raad) was established under the presidency of C. P. M. Romme. Members of the Council were representatives of industry, agriculture, small enterprises, department stores, co-operatives, market merchants, housewife associations, municipalities, and the Ministry of Economic Affairs.

The Central Distribution Office moved its headquarters to Zwolle in May 1943. In reporting this transfer, the Dutch newspaper, Het Vaderland, stated that 1,689 persons worked directly for the director of the Central Distribution Office, and 16,707 persons were employed in the 400 distribution offices.

Dutch resistance played havoc with the smooth functioning of food distribution. Raids on distribution offices by Dutch patriots were so frequent that the underground was supplied with food coupons. Such thefts and the counterfeiting of coupons resulted in several important administrative measures. First, the number of distribution offices was ordered reduced so that adequate police protection could be furnished to the others. Moreover, it was reported that the German authorities withdrew all ration coupons in the Netherlands as a preliminary step toward establishing a new system, which was introduced in January 1944. It was a combined ration and identification control system which was to be foolproof. It provided for the issue of new basic ration cards upon the presentation of an identification card, which was then given a special stamp. At the same time a strict control system of identification cards was introduced.

Matters dealing with special Economic Police, which enforced price and rationing regulations, are treated in this study in the section on police (D 2, a (1), (d)).

N. THE COMMISSION FOR NATIONAL PLANNING (RYKSDIENST)

The Commission for National Planning was created by the Reich Commissioner in May 1941, to supervise the proper exploitation of national, regional, and municipal interests and to institute investigations as a basis for future planning. 1/

The president of the Commission was subordinate to the Secretary General of the Interior. The president was served by an advisory council, a permanent commission, other commissions established as the need arose, and an administrative bureau. The president was chairman of the advisory council and appointed and dismissed the members of the advisory council, the chairman and members of the permanent commission and other commissions, and the director of the bureau and subordinate officials.

The advisory council gave advice when asked and the permanent commission provided leadership in planning activities. These were in turn executed by the administrative bureau. These various functions were more closely defined from time to time, as the need arose, by the Secretary General of the Interior.

Upon the request and advice of the President of the Commission for National Planning, the Secretary General of the Interior could designate one or more universities as research centers for national planning as well as appoint the professors in charge.

The organizational structure of the Dutch service was patterned closely upon an organization of a similar service in Germany.

The director of the administrative bureau of the National Commission was Dr. Ir. F. Bakker Schut.

1/ Vbl. Nied., 17 May 1941, p. 353.

O. PUBLIC UTILITIES

In his first proclamation to the conquered territories, the Commander in Chief of the German Army placed the following under the special supervision of the German Army: gas, water, and electricity supply works; railroads; sluices; and all technical establishments.1/ These establishments were undoubtedly returned to normal administrative controls when the period of military operations ended.

1. Communications

a. The Postal, Telegraph, and Telephone System (PTT)

It had long been the policy of the Dutch Government to operate the telegraph, telephone, and postal services as a government monopoly. These services were placed under the PTT Department, a branch of the Ministry of the Interior. The telephone systems of the cities of Amsterdam, Rotterdam, and The Hague were not part of the Government system but were municipally owned and operated on a year-to-year lease from the state.

In his first proclamation, the Reich Commissioner stated that he was charged with the control of the properties of the National Government.2/ These properties included the PTT. The municipalities of Amsterdam, Rotterdam, and The Hague retained ownership of their local telephone services until 15 September 1940, when they were transferred to the national Government.

The definitive status of the PTT interests was established in a decree of 31 March 1941.3/ By this decree all properties, rights, and obligations of the National

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1/ Heeresgruppen Verordnungsblatt, 10 May 1940, No. 3, Section II.
2/ Vbl. Nied., 5 June 1940, p. 9.
3/ Vbl. Nied., 1 April 1941, p. 275.

Government in relation to the PTT, as well as the Government interests in the Girodienst (a state-owned money order service), were transferred to an organization named Staatsbedrijf der Posterijen, Telegrafie, en Telephonie with headquarters at The Hague. The daily administration of the PTT was placed in the hands of a Director General responsible to the Secretary General of the Ministry of the Interior, assisted by an advisory council of which he was the chairman. The members were appointed by the Secretary General of the Interior.

On 1 August 1943 the chief administrative bureau of the PTT was reorganized. Under this new arrangement the Director General was given direct supervision over the four chief directors of the PTT who headed the four chief divisions: Postal Services (W.R. van Goor), Telegraph and Telephone (G. C. Holtzappel), Finance (G. H. Dijksmans van Gunst), and Social Affairs.

The Director General of the PTT was Ir. W. L. Z. van de Vegte, a Dutch Nazi, who in August 1943 also received the post of Secretary General of Waterways (Waterstaat). The fact that van de Vegte was a Secretary General in his own right and that at the same time he was subject to the Secretary General of the Interior as Director General of PTT created an administrative problem. Such a situation was not entirely unprecedented. The PTT normally came under the jurisdiction of the Ministry of Waterways. In 1937 a coalition ministry was formed and the Ministry was assigned to a Liberal. As a compromise, the PTT, which also dealt with radio communication, was taken from the department headed by a Liberal and assigned to the Ministry of the Interior, where it remained.

b. Radio

(1) Radio Conditions in Pre-War Netherlands

Dutch radio broadcasting before the invasion was conducted and controlled by voluntary associations in co-operation with a government agency. The four principal associations were the AVRO (Algemeene Vereeniging Radio Omroep), KRO (Catholic Radio Broadcasting Association), NCRV (Dutch Christian /Protestant/ Association), and the VARA (Workers' society). These four associations were supported by private subscription and had a membership of six hundred thousand persons. The long-and medium-wave facilities of the transmitter at Jaarsveld and Kootwijk were leased and used alternately and equally by the four associations. To facilitate legislation for over-all regulations and to establish a centralized control of stations, the National Government, in 1935, created a limited liability company called the Nozema (Nederlandsche Omroep Zender Maatschappij) in which the government controlled 60 percent of the stock and the four major associations held 10 percent each. The Nozema owned the Jaarsveld station. The Kootwijk transmitter was always government-owned and was administered by the PTT.

Before the German decree ordering the confiscation of radios belonging to all Netherlanders except members of the NSB, the Netherlands had a radio ratio of 133.3 radios to 1,000 inhabitants. This is a very high ratio but it does not show the complete picture of the radio audience. In addition to licensed sets there was an extensive central radio distribution service by which programs emanating from a central source were relayed by wire. The number served in this manner varied from time to time, but in 1942 it reached about three hundred thousand

persons. This service was not discontinued by the radio confiscation order.

(2) German Ownership of Dutch Transmitters

Control of the Kootwijk transmitter owned by the Government and administered by the PTT came under the stipulations of the proclamation of Seyss-Inquart (25 May 1940) in which he assumed responsibility for the interest of Government properties.1/

By a decree of 19 December 1940 the ownership of all transmitters was transferred to the State, i.e., Lopik I and II, Jaarsveld, Huizen, and Bloemendaal, as well as all central distributing services.2/ Control of these transmitters was transferred to the PTT. The Director General of the PTT, under whose jurisdiction radio broadcasting was placed, worked in close co-operation with the Secretary General of Culture and Public Enlightenment.

(3) German Audience Regulations

Immediately after the invasion the Germans imposed restrictions on radio listening.3/ These regulations were amplified from time to time until many of the decrees were superseded by the Radio Confiscation Decree of 15 May 1943. which applied to all Netherlanders except NSB members.4/ The programs of radio distribution centrals were placed under the supervision of a Radio Council (Radioraad). The radio distribution centrals were permitted to distribute the following services: records approved by the Radio Council, market reports and ARP announcements, and relays from approved stations.

1/ Vbl. Nied., 5 June 1940, p. 9.
2/ Vbl. Nied., 27 December 1940, p. 703.
3/ Vbl. Nied., 6 July 1940, p. 136.
4/ Vbl. Nied., 15 May 1943, p. 185.

2. Transportation

The relative importance of the various methods of transportation in the Netherlands is given in the following table:

	1937	1939	1942
Transport by inland waterways	50%	58%	73%
Transport by railroad	21%	22.1%	26%
Transport by road	29%	19.9%	1%

a. Shipping on Waterways

(1) Inland Shipping

Long before the invasion of the Netherlands several organizations had been created to control and regulate traffic on the inland waterways. Many of these organizations were centralized under the Vereeniging Centraal Bureau voor de Rijn en Binnenvaart and the Sleepvaart-Centrale.

The problems of inland shipping were increased by the invasion, by the dislocations in transportation facilities caused by the four-day war, and by the requisition of boats and barges by both the Dutch and German authorities. For this reason the occupation authorities had to deal immediately with re-establishing inland shipping. This was done by a decree of 22 June 1940,1/ which provided for a Barge Shipping Commission composed of representatives of the Sleepvaart-Centrale and the Vereeniging Centraal Bureau voor de Rijn en Binnenvaart under the chairmanship of a person appointed by the Secretary General of Waterways.

Scheduled inland shipping in the Netherlands was controlled by administrative agencies located in five areas and nine hundred districts in which one thousand contractors operated. A license obtained from the Barge Shipping Commission was necessary.2/ Before an operator

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1/ Vbl. Nied., 28 June 1940, p. 124.
2/ Vbl. Nied., 6 March 1941, p. 160.

could proceed with shipping, he had to have a shipping schedule formulated by the District Committee (Trajecte-commissie), a sub-committee of the Barge Shipping Commission. Further administrative regulations were effected by the establishment of the Industrial Group Transportation discussed under a separate heading. (See 02, d.)

During the period of military operations in the Netherlands the control of all inland waterways was placed in the hands of the military. A Kommissar für See und Binnenschiffart, who was an officer in the Führungsabteilung of the General Staff, was placed in charge of waterways and shipping. He co-operated closely with all Dutch authorities in the field of inland shipping.

(2) International Shipping

In a decree issued in November 1940, international shipping was restricted to members of the Nederlandsche Particuliere Rijnvaart Centrale and the Vereeniging Centraal Bureau voor de Rijn en Binnenvaart.1/ This decree also established a commission to deal with matters involving international inland shipping. The Secretary General of Waterways appointed the members of this commission and defined its jurisdiction. (See 02, d.)

(3) Organizations of Shipping Workers

The Secretary General of Waterways organized the employment of labor in shipping. For this purpose the country was divided into five districts: Amsterdam, Rotterdam, Zwolle, Dordrecht, and Groningen. Groningen was also the center for employment of labor for coastal shipping. Districts for merchant shipping and heavy shipping were formed at Amsterdam and Rotterdam.

A German Seemansamt was established at Rotterdam

1/ Vbl. Nied., 26 November 1940, p. 264.

A German Seemannsamt was established at Rotterdam to take over the duties formerly performed by the German Consul in Rotterdam in his function as Seemannsamt.1/ His office was concerned with the manning of all German sea and inland boats. Appeals from decisions of the German Seemannsamt could be made only at a German Landgerecht in the Netherlands. The Seemannsamt was subject to the supervision of the Commissioner General for Administration and Justice. The leader of the Seemannsamt was appointed by the Reich Commissioner.

b. Railroads

The railroad system of the Netherlands is not essentially a freight-carrying system; even as a passenger-carrying system the railroads have suffered severely in competition with other modes of transportation. In order to save the railroads in the unequal competition with canal and motor transport service, the Government virtually took over the railroads in 1937. There was created a state-controlled limited-liability company (N. V. Nederlandsche Spoorwegen) which took over the operation of all the railroads. The first regulation of the state was to centralize railroad operation by abolishing all operating districts. Control was centered at Utrecht. As a result of this measure no trained local staff experienced in railroad management existed.

c. Highway Transportation

The Germans gradually effected centralized control over freight transportation on the highways. For this purpose the Auto Freight Service was established (Autobevrachtingsdienst -- ABD). The ABD had offices throughout the country. It regulated freight transportation in order to ensure capacity carriage of freignt and arranged

1/ Vbl. Nied., 19 July 1941, p. 540.

transport conditions and a fare system.

Even greater centralization was effected by the establishment of a special over-all commission called the Commissie van Breen. This commission divided the country into a number of districts. In each district a trucking contractor was given a monopoly of the business. This monopoly was assigned almost exclusively to tramway and railroad contractors with the result that the private companies were largely pushed out of business while the auto freight business was concentrated in the hands of semi-governmental agencies.

During the period of military operations the German Army took over the railroads along with the entire transportation and supply system. The railroads were thereupon assigned to the German Army Department for Rückwärtige Angelegenheiten (Rear Zone Matters).

The operation of the railroads was returned to the NV Nederlandsche Spoorwegen, but a strict control was maintained by the occupation authorities in accordance with the decree effecting national properties. The Transportation Commandant of the German Wehrmacht assigned one of his assistants to supervise all railway matters and gave him full authority over the railway department of the Ministry of Public Works, with headquarters at The Hague. Another Reichsbahn officer, with the title of Bahnbevollmächtigte, was stationed at the head office of the Dutch railway system at Utrecht. The chief general manager of the Dutch railways, Professor Goudriaan, who had been imprisoned by the Nazis in 1940, was released in 1941 and restored to his old position.

d. The Industrial Group Transportation (Hoofdgroeps Vervoer)

The Woltersom Committee on Industrial Organization

established the Group Transportation as one of the six Industrial Groups./ (See E 4, 6 (1).) The Industrial Group Transportation was in turn divided into the following groups: Railroads, Tramways, Road Transport, Inland Shipping, Ocean Shipping, Harbor and Related Industries, Sea Fishing, Hotels, Cafes, and Restaurant Industry. These groups were further divided into Trade Groups; thus Inland Shipping was divided into Passenger Traffic, Inland Scheduled Shipping, Inland Irregular Shipping, International Traffic, and Tug-Boat Traffic.

This organization was intended to centralize control over all forms of transportation with the result that the functions of those control agencies in operation would be restricted and in some cases taken over entirely by the new Industrial Group Transportation.

3. The State Ordnance Plant

The German occupation authorities transferred the rightful ownership, rights, and privileges which belonged to the State Ordnance Company (Staatsbedrijf der Artillerie-Inrichtingen) to the NV Nederlandsche Machinefabriek Artillerie.1/ The new company was established by joint action of the Department of Finance and of Trade, Industry, and Shipping. The personnel of the old organization was transferred to the new company upon consent of the director of that company.

1/ Vbl. Nied., 8 July 1941, p. 527.

P. PRESS, PROPAGANDA, AND CENSORSHIP

1. Propaganda and Censorship

a. General

Before the German invasion, censorship was completely unknown in the Netherlands. During the first nine months of World War II, before Holland was invaded, the Government asked the press to be strictly neutral, but this was a completely voluntary censorship and no legislation to make censorship possible was even proposed.

The Germans came to the Netherlands posing as friends. Consequently, except for censorship on outgoing mail, no official censorship was established during the first few months of occupation. However, a definite propaganda line was adopted by the German authorities which all Dutch authorities were required to follow. The Reich Commissioner appointed the Commissioner General for Special Tasks as a special delegate to take charge of all propaganda matters.1/

The importance of propaganda under the German regime was stressed by the reorganization of the Dutch Department for Education, Arts, and Sciences into two separate departments: (1) Education, Sciences, and the Protection of Culture, and (2) Public Enlightenment and the Arts, each headed by a Secretary General.2/

The Germans also employed more direct techniques of issuing propaganda. These were controlled by the Propaganda Section in the bureau of the Commissioner General for Special Tasks, which co-ordinated the propaganda activities of the NSDAP and the NSB in addition to carrying on its own propaganda activities.

1/ Vbl. Nied., 5 June 1940, p. 11.
2/ Vbl. Nied., 26 November 1940, p. 606.

b. The Commissioner General for Special Tasks

One of the four divisions of the Commissariat for Special Tasks dealt exclusively with propaganda matters. Its organization was broken down into the following sections, the name of each section being descriptive of the function it performed:

(1) For the Army
(2) Active Propaganda
(3) Press
  (a) Magazines
  (b) Picture Magazines
  (c) Foreign Press
(4) Culture
  (a) Moving Picutres
  (b) Literature
(5) Radio
  (a) Radio Hilversum
  (b) Political Broadcasts
(6) Cultural Matters

Dr. T. Goedewagen, a confirmed Dutch Nazi, headed the new department of Public Enlightenment and Arts; he was succeeded by Dr. H. Reydon, who was murdered in January 1943, and was in turn succeeded by Jhr. A.M.N. de Ranitz. Both Reydon and de Ranitz were NSB members.

The Germans used three channels to spread propaganda, control public opinion, and exercise censorship before an official censorship was adopted. These methods were as follows:

(1) Nazifying all news agencies.
(2) Threatening with reprisals anyone who spread ideas not sympathetic to the Germans.
(3) Appointing Dutch Nazis to public-relations positions in the Netherlands and allowing only those cultural service organizations and political parties to exist which were willing to collaborate with them.

c. The NSDAP

A propaganda section of the NSDAP in the Netherlands was in existence, but the details of its organization are not available. Many of the NSDAP propaganda activities were carried on with the co-operation of the NSB.

d. The NSB

Even before the invasion, the NSB had an elaborate propaganda organization. After the occupation, when it obtained the benediction of the German authorities, an even more elaborate organization was created whose agents and leaders were found in all parts of the country. By the autumn of 1942 the propaganda section of the NSB had grown so large that Mussert ordered a reorganization. On 1 October 1942 the main division, Propaganda and Press, was organized and placed under the guidance of E. Voorhoeve, with the well known journalist Max Blokzijl as his assistant. In 1943 Voorhoeve resigned and Max Blokzijl became chief. The NSB Propaganda Section was organized into two divisions -- Propaganda and Press. The division of Propaganda was subdivided into the following sections:

(1) Propaganda Speakers
(2) Meetings
(3) Decorations
(4) Radio
(5) Sound Equipment
(6) Film
(7) Photo
(8) Illustrations
(9) Books, Brochures, and Pamphlets
(10) National Socialist Museum

When Mussert established his personal cabinet in January 1943, he included a special delegate for Propaganda./ (See B 3, c.) On 11 February 1943 Dr. H. Reydon, the Secretary General for Public Enlightenment and Arts, was appointed Delegate for Propaganda. Upon Reydon's death, de Ranitz became Secretary General for Public Enlightenment and Arts. Very probably de Ranitz also took Reydon's place in Mussert's cabinet, but this was never definitely reported.

2. The Press

a. The Dutch Press before the Invasion

Before the German invasion, the press of the Netherlands was very extensive and expressed the greatest diversity of

opinion. There were in existence approximately four thousand newspapers, commercial periodicals, and trade or club organs as of May 1940. Practically every shade of opinion, representing the numerous political and religious groups of the country, was expressed in some publication. There were no papers with a large circulation. In fact, the circulation of most dailies was relatively small, especially in view of the compactness of the country. Because of the keen competition which existed among the newspapers the Dutch press had become famous for its high standards of journalistic independence and authenticity. News was objectively reported and not colored by distortion or one-sided selection. Freedom of the press was guaranteed in the Constitution.

b. German Pressures.

The occupation of the Netherlands by the Germans changed the picture completely. The Germans could not allow a press free to express its own opinion. They refrained, however, from establishing an official censorship immediately. Instead, the Nazis cut off all independent foreign news sources and secured control of the Netherlands News Agency (Algemeen Nederlandsch Persbureau). Members of the pro-Nazi party took over that office and issued the news in accordance with their political ideas.

In time the Germans became more forthright in bringing the press in line. Editors soon began to realize that anti-Nazi expressions were punished by suspension of the newspaper and by banishment of the editor to a concentration camp. The arbiter of hostile Nazi sentiment was the newly formed Department of Public Enlightenment and Arts.1/

1/ Vbl. Nied., 26 November 1940, p. 604.

Additional pressures were applied in August 1940 when two decrees on the press were issued. One made it necessary to obtain permission from the Reich Commissioner to publish any book or periodical or to transfer the ownership of any newspaper or printing plant.1/ The second decree required all owners of newspapers and periodicals to send complete information on the financial condition of their papers to the Secretary General of Justice and also to obtain permission for any change in the financial arrangements of the paper.2/

The occupation authorities sponsored NSB members for appointments to important places in the newspaper business in the editorial field as well as in the administrative field, while pressure was exercised on journalists to join the Nazi-inspired Newspaper Guild, in which membership was eventually made obligatory. (See P 2, c.)

One of the most innocent-looking methods of strangling the press was to stop the publication of any unsympathetic paper under the official pretext of a shortage of paper. Already in October 1941 no less than fifty-three dailies, representing one-eighth of the total number of dailies in Holland, and also 420 of the 650 Dutch periodicals, had been suppressed by the Nazis, while all remaining leading papers had been taken over by Dutch Quislings. Naturally there was no paper shortage for the pro-Nazi newspapers. Several new dailies and many periodicals, spreading National Socialist ideas and handling problems in the Nazi way, were founded. In addition to new Dutch publications, an official daily German newspaper, Die Deutsche Zeitung in den Niederlanden, was issued. On 11 March 1943 all news

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1/ Vbl. Nied., 19 August 1940, p. 325.
2/ Ibid., p. 327.

services were placed under the official supervision of the PTT which was entirely under Nazi control.1/ (See O 1, a.) On 23 September 1943 the old Netherlands News Agency (ANP) which had been managed by Dutch Nazis under its old name since 1940, was officially taken over by the Deutsche Nachrichten Bureau (DNB). The remaining steps in completely gagging the Dutch press were taken in 1943.

c. The Dutch Journalist Bund (Verbond van Nederlandschen Journalisten) and the Press Guild

The German authorities understood very well that the publishing business could be managed only by obtaining personnel connected with it and by eliminating all those who were not willing to collaborate. A Press Chamber under the name of Verbond van Nederlandschen Journalisten was formed under Nazi influence and on the German pattern in September 1940. Great pressure was exercised on all journalists' organizations to join the union. This pressure was increased when T. Goedewagen, the founder of the Press Chamber, became Secretary General of the newly formed department of Public Enlightenment and Arts. The majority of the old journalist organizations joined under pressure and on certain conditions, but gradually they lost their concessions. Finally, in May 1941, a decree was issued which made membership in the Dutch Journalist Bund obligatory.2/ At the same time the organization was put under the direct control of the Secretary General for Public Enlightenment and Arts.3/ On 22 January 1942 a further step was taken in state control when the occupation authorities created the Press Guild. All newspaper owners, editors, journalists, news offices, technical personnel of printing shops, commercial personnel of newspapers, advertising offices, and all secretarial

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1/ Vbl. Nied., 12 March 1943, p. 118.
2/ Vbl. Nied., 26 November 1940, p. 604.
3/ Vbl. Nied., 3 May 1941, p. 321.

personnel of these offices were compelled to become members. The well known Dutch Nazi, Max Blokzijl, was made chief of the Press Guild.

d. The NSB Press Organization

The NSB also had a press division in its party organization. This division, created in 1942, was designated Press and Propaganda. The Press Section was broken down into four subdivisions: (1) National Socialist Press Service, (2) Press and Beweging, (3) Central Documentation, and (4) Press Photos.

The press in the Netherlands was reduced to an ancillary status. De Ranitz, the present Secretary General for Public Enlightenment and Art, stated in October 1943: "The state took over people's enlightenment because it must be based on the Führer principle. This must also guide the actions of journalists who have not become public functionaries."

3. The Dutch Culture Chamber (Cultuurkamer)

a. The Council of Enlightenment (Propagandaraad)

Every expression of art and culture coming to the attention of the public was considered a possible propaganda tool which should be directed towards National Socialist interests. Therefore, after the Nazis had taken over the government, they started, with the co-operation of the Dutch Nazis, to interfere in matters pertaining to art and culture. Typically German methods were applied to establish effective controls, i.e., restrictions of foreign sources, control of exhibitions and displays, and regimentation of all personnel connected with art and culture, with the result that only sympathizers with the New Order were able to continue their activities.

Shortly after the invasion the Nazis established a Council of Enlightenment (Propagandaraad). The Council was made up of ten Dutch Nazis under the leadership of Dr. T. Goedewagen. This council, which had no official status, issued instructions and directives pertaining to the kind of art which would be approved and vehemently criticized so-called "degenerate art and culture." When Dr. T. Goedewagen became Secretary General of the newly formed department of Public Enlightenment and Arts, the influence of this council increased considerably. Very soon after his appointment, the new Secretary General proposed an organization patterned after the German model, which would extend its authority over all expressions of art and culture. After considerable preparation, accompanied by a great amount of resistance by the loyal Dutch, this control was established on 25 November 1941.

b. The Council for Culture (Cultuurraad) and the Culture Chamber

On 25 November 1941 two decrees were published which regimented all art and culture in the Netherlands along Nazi lines. The first decree set up the Council for Culture (Cultuurraad), replacing the Council for Enlightenment (Propagandaraad).1/ This new council, consisting of twenty-two members, became an official body and formed the highest advisory board to the Secretary General in all matters pertaining to culture and the arts. The second decree laid the foundation for a Culture Chamber under the leadership of the Secretary General of the Department for Public Enlightenment and the Arts.2/ The Culture Chamber controlled all phases of art and culture personnel as well as activities. The Chamber was organized

1/ Vbl. Nied., 25 November 1941, p. 898.
2/ Ibid., p. 901.

in six guilds. The president of each guild was a member of the Culture Chamber and represented the interests of his guild in the chamber. The Culture Chamber was to be established as soon as at least two guilds had been formed. On 22 January 1942 the first two guilds were formed, and on the same day the Culture Chamber was constituted and started its work.

The fully constituted Culture Chamber was made up of the following guilds: the Press Guild (Het Pers Gilde), the Theater Guild (Het Theater Gilde), the Moving Picture Guild (Het Film Gilde), the Literary Guild (Het Letteren Gilde), the Music Guild (Het Muziek Gilde), and the Sculptor's Guild (Het Gilde van Beeldende Kunsten).1/ These guilds were in turn organized into a great number of Trade Groups (Vakgroepen), which were represented in the organization just as the latter were represented in the Culture Chamber.

Every enterprise and every individual connected with any of these arts was required to become a member of a guild. Since the guilds were under the direct control of the Nazi-controlled Department for Public Enlightenment and Arts, it was impossible for anyone not agreeing with the New Order to continue his activities in any of these branches.

In addition to this strict control of personnel, direct censorship was also applied, and from March 1942 permission of the Department for Public Enlightenment and Arts had to be secured for every public concert. The programs and program notes were censored rigidly.

4. Films

The Nazis had a relatively easy task in establishing film control in the Netherlands. It was merely a matter

1/ Vbl. Nied., 25 November 1941, p. 901.

of taking over the existing Dutch censorship organization and a film and theatrical union. These two organizations were the State Film Control Board (Rijksfilmkeuring), which judged pictures on their moral values, and the Netherlands Motion Picture Organization (Nederlandsche Bioscoopbond). Practically everyone of any importance in the motion picture business and film industry was a member of the latter organization. In addition to the State Film Control Board there were also municipal censorship boards, but they were abolished by the occupation authorities. When the Germans took over control of the government, they simply increased the power of the State Film Control Board and gave the Netherlands Motion Picture Organization an official status.

The first decree pertaining to the motion picture business was issued on 26 July 1940.1/ This decree instituted an official censorship of all pictures which were produced in foreign countries after 1936. The decree did not actually designate which state institution would exercise this censorship, but presumably it was the State Film Control Board acting under German control.

On 4 October 1940, the control was tightened considerably.2/ The Secretary General of Education was made officially responsible for all film matters, and membership in the Netherlands Motion Picture Organization was made compulsory for all connected with the motion picture business. The organization itself was placed under the direct supervision of the Secretary General of Education. When the old Department of Education was split up (25 November 1940), control over the motion picture industry was assigned to the Department of Public Enlightenment and

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1/ Vbl. Nied., 20 July 1940, p. 196.
2/ Vbl. Nied., 5 October 1940, p. 484.

Arts. In August 1941 the State Film Control Board became the officially recognized board of censorship for all motion pictures.1/ The personal approval of the Secretary General of Public Enlightenment and Arts had to be obtained for every motion picture.

The motion picture industry was also turned into an active instrument of propaganda for the New Order. On 19 July 1941, all motion picture houses in Holland were required to bill certain pictures produced by the German Propaganda Department.2/

The decree of 25 November 1941 which provided for the establishment of the Culture Chamber ended the existence of the Netherlands Motion Picture Organization.3/ Its functions were taken over by the newly formed Film Guild (Filmgilde), which was represented in the Culture Chamber.

5. Radio Programs

a. Pre-Invasion Conditions

Before the war the radio was an important factor in Dutch cultural life. There were no commercial broadcasts; all broadcasting was supported by four associations. (See O.1, b (1).) The Government exercised control over programs only insofar as they effected the moral and physical well-being of the state. In broadcasting, a very strict adherence to the approved text of the programs was enforced. Party politics in the narrow sense were not permitted, but broad principles relating to religion, politics, economics, etc. could be expressed.

b. German Controls

No immediate steps were taken to control the broadcasting associations after the invasion because the Nazis fully realized that by acting too quickly radio audiences

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1/ Vlb. Nied., 23 August 1941, p. 696.
2/ Vlb. Nied., 19 July 1941, p. 542.
3/ Vlb. Nied., 25 November 1941, p. 901.

would be voluntarily curtailed. For the first two months, all Dutch organizations continued to broadcast, and only the programs of the semi-official Dutch News Agency were censored. There was not even a ban on listening to foreign broadcasts. On 5 July 1940 the first decree pertaining to radio matters was issued.1/ The decree forbade listening to any broadcast except those originating in Holland, the Greater German Reich, or in the Protectorate of Bohemia-Moravia. Penalties for violations were laid down. A week later, on 12 July 1940, the local distribution systems were placed under control of the Radio Council, an existing Dutch body. The distribution centrals were then permitted to distribute only the broadcasts of the stations approved in the decree dated 5 July, to play records, and to broadcast local market reports and air raid warnings.2/

The reorganization of the existing Dutch radio facilities was not introduced until 25 November 1940, when all radio matters were transferred from the jurisdiction of the Department of the Interior to the jurisdiction of the newly formed Department of Public Enlightenment and Arts.3/ On 19 December 1940, the maintenance and exploitation of radio stations in the Netherlands was made exclusively a state concern, and was delegated to the PTT. All existing radio stations and distribution networks became the property of the state. The same decree provided for a compulsory registration of radio receiving sets and an annual tax of nine guilders.4/

The next step was to bring the broadcasting associations in line. A beginning was made when a Deputy for Radio

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1/ Vbl. Nied., 5 July 1940, p. 135.
2/ Ibid., p. 144.
3/ Vbl. Nied., 25 November 1940, p. 604.
4/ Vbl. Nied., 27 December 1940, p. 703.

Concentration was appointed. Dr. Dubois, director of Nozema, was chosen for this post. He was not a Nazi sympathizer but he was at least willing to collaborate. In January 1941 he announced that all broadcasting associations would be merged into one organization, called De Nederlandsche Omroep (The Netherlands Broadcasting System). On 9 March 1941 this unification was completed. All old associations were liquidated. Two days later the periodicals of these associations were amalgamated into one new paper under state control. On 12 March 1941 the final step was taken and the Netherlands Broadcasting System was made a direct state foundation, under supervision of the department for Public Enlightenment and Arts, and called Ryks Radio Omroep (State Radio Broadcasting System). All property belonging to Nozema and to the old associations was taken over by the state and assigned to the new organization.1/ This step completed radio reorganization and the formation of the office of Deputy for Radio Concentration.

On 1 May 1941 Dr. Ir. W. A. Herweyer was appointed Director General of the State Radio Broadcasting System. He was a member of the NSB and a member of Mussert's personal cabinet as the Delegate for Radio.

In spite of Nazi encouragement of central distribution services which could easily be controlled, the subscriptions to such distributions declined, while the number of radio receiving sets increased in spite of an increase in radio tariff.

In addition to the State Radio Broadcasting System, there was an independent association, which had as its function the editing of the Nazi version of world news. This organization consisted entirely of members of the NSB

1/ Vbl. Nied., 13 March 1941, p. 170.

and was called Berichtendienst Nederlandsche Omroep (News Service, Dutch Broadcasting System).

When the occupation authorities realized that the Dutch were not at all interested in the propaganda broadcast over the Nazi-controlled stations and that, notwithstanding the decree of 5 July 1940, "black listening" was increasing, they decided on another course. On 13 May 1943, the occupation authorities ordered all Netherlanders, with the exception of the members of the NSB, to surrender their radio receiving sets on or before 2 June 1943.1/ In line with the drastic restrictions on the right to own a radio set, the Germans stopped broadcasting Dutch programs on one of the two stations in Holland and linked this station with one of the German broadcasting nets. Only one station broadcasting Dutch programs remained in the Netherlands.

1/ Vbl. Ned., 15 May 1944, p. 185.

Q. EDUCATION

1. Pre-Invasion Conditions

The Netherlands has always taken a prominent place among the European countries in the sphere of education. The Netherlands was the first European country to centralize its education under a series of official school laws, and it is at the head of the list of countries in the matter of state expenditures for education. Its educational system is complicated by the fact that various types of public and voluntary association schools exist under varying degrees of state control and subsidy. The Elementary Education Act of 1920 guaranteed the financial equality of both public and private elementary education. Teacher's salaries are paid by the state, and operational costs are defrayed by the municipality for both public and private schools. Private high schools receive some subsidy, and private universities only small sums. The chief feature of the state educational policy is state support to denominational or sectarian schools. The control of the whole educational system was in the hands of the Minister of Education, Arts, and Sciences.

2. German Pressures

The Nazis left the Dutch school system practically untouched for the first year of occupation. The only administrative change occurred in November 1940, when the old department of Education, Arts, and Sciences was split up in two departments -- one for Public Enlightenment and Arts and one for Education, Sciences, and Protection of Culture.1/ The latter department was placed under the leadership of J. van Dam, a collaborationist. A few weeks after this change the new Secretary General for Education appointed a deputy for discipline in the educational system.

1/ Vbl. Nied., 26 November 1940, p. 604.

He was not able to accomplish much, and in July 1942 he was replaced by an inspector who was charged with "the supervision over order and discipline in the schools." As long, however, as no more drastic changes were made and the anti-German elements in the educational system were not removed, the educational system continued as a bulwark of Dutch loyalty. Therefore a complete Nazification was planned. Three methods were employed to reach this objective: (a) Schools, based on the German educational system, were founded, particularly for the children of German nationals in the Netherlands and for the children of Dutch Nazis. (b) Official decrees were issued which pointed toward the Nazification of the Dutch educational system. Anti-German teachers were removed and the activities of all denominational and sectarian schools were restricted. (c) The content of education was regulated by decrees.

a. Schools Based on the German Educational System

In 1941 a Netherlands Institute for Folk Education (NIVO) was founded. This institute organized boarding schools where "healthy Germanic boys between twelve and sixteen" were educated. Graduation from these schools qualified for entrance to the Dutch universities or to Langemarck Stadium in Germany. The teachers and pupils wore uniforms and the schools came under the authority of a special section of the Department of Education.

In September 1942 German Reichsschulen were opened in Holland. The Reichsschulen were modelled on the German National Socialist educational establishments and corresponded to the former Prussian cadet schools. These schools were open to the Dutch and Germans. The aim of the school was "to provide political leaders for the Greater Germanic Commonwealth of the New Europe."

b. Reorganization of the Dutch Educational System

The decree of 9 April 1941 divested the municipal authorities and private school boards of the power to appoint teachers and other personnel attached to the educational system.1/ Instead, the municipal authorities and the school boards were permitted to submit to the Secretary General of Education a recommendation of three persons for any vacancy. The Secretary General made the final selection. If the Secretary General disapproved of those on the recommended list, he could request a new list, and should the second list meet with his disapproval he was to appoint one of his own choice. Furthermore, no one could be dismissed without the consent of the Secretary General.

The decree of 28 July 1941 made the continuation of state subsidies to private schools dependent on a much stricter state control.2/

The decree of 16 August 1941 provided for the introduction of the leadership principle in the Dutch universities by granting to the Secretary General of Education the right to transfer the authority invested in the president curator and the board of governors (college van curatoren) of the university to the president alone and to empower the president to take all steps he deemed necessary.3/ The Secretary General could dismiss a president of a university and appoint a new one in his place. This decree applied only to universities which refused to collaborate voluntarily.

1/ Vbl. Nied., 9 April 1941, p. 301.
2/ Vbl. Nied., 28 July 1941, p. 559.
3/ Vbl. Nied., 16 August 1941, p. 653.

In December 1941 the chief school inspector for the Province of Gelderland was dismissed and a member of the NSB appointed in his place. This was the first member of the NSB to be appointed to an important post in the Dutch school system. Many more appointments followed and, by March 1943, ten of the forty-nine regional inspectorates were in the hands of members of the NSB.

On 10 January 1942 several decrees in the field of education were published simultaneously.1/ The first decree permitted the transfer of teachers and professors from schools and universities which had been closed to other colleges. In the second decree the way was opened for direct appointment or dismissal of teaching personnel by the Secretary General of Education without a previous recommendation of the municipality or board of governors.2/ The Secretary General delegated this authority to a deputy who was assisted by an advisory council. The first deputy to be appointed was the NSB member, Noordijk.

After these major changes had been instituted, only supplementary regulations were necessary. Thus on 27 August 1942 a compulsory eighth year of education was introduced and German was made a required subject after the sixth grade.3/ On 15 November 1942, the appointment of teaching personnel was brought under even more rigid Nazi control,4/ and in February 1943 education at home was no longer permitted except for sick children.5/ Private schools were threatened with the loss of their state subsidy if they would not devote more time to the "problems of the new times," and in November 1942 subsidies were actually taken away from thirteen teachers' training schools. To complete the Nazification of the universities a final step was taken in

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1/ Vbl. Nied., 10 January 1942, p. 8.
2/ Ibid.
3/ Vbl. Nied., 27 August 1942, p. 415.
4/ Vbl. Nied., 21 November 1942, p. 533.
5/ Vbl. Nied., 15 February 1943, p. 69.

March 1943 by requiring all university students to serve for six months in the Labor Service and to sign a declaration of loyalty to the occupation authorities.1/ The religious universities were closed in August 1943 after the students refused to sign the declaration of loyalty. No regular university life at the other universities was possible, since less than 25 percent of the students signed the declaration.

c. Changes in the Content of Education

The Nazis changed the curriculum of all educational institutions. Educational standards were lowered. The number of hours for physical culture and the German language were increased, while the number of hours devoted to the sciences were decreased. History books were changed; certain chapters were left out, and others altered to make them agree with the German conception of history. Many schools started to teach the history of National Socialism.

d. NSB Educational Organizations

The NSB educational associations assisted in the plan to Nazify Dutch education. In the personal cabinet of Mussert, there was a special Delegate for Education (originally Dr. R. van Genechten and, after his resignation, Professor Dr. J. Jeswiet). An NSB Educational Front and a Student Front were founded.

1/ Vbl. Nied., 13 March 1943, p. 125.

R. SOCIAL WELFARE AND PUBLIC HEALTH

1. Dutch Social Welfare Organizations under Nazi Domination

a. The Dutch Winter Help (Winterhelp Nederland)

On 26 October 1940 the Reich Commissioner issued a decree establishing the Dutch Winter Help,1/ to assist needy Dutch nationals. It proposed to avoid waste of money and effort by unifying the existing philanthropic agencies. Fundamentally, however, this was a scheme to bring all Dutch welfare work under Nazi control. The Dutch Winter Help was patterned after the German Winterhilfe organization. The Director General of the Dutch Winter Help was assisted by a financial commission and an honorary council. The Secretary General of Finance and four Netherlanders, well known in their fields of activity, were members of the financial commission. The honorary council consisted of the Secretaries General of Social Affairs and/the Interior and all Commissioners of the Provinces. The Reich Commissioner appointed the Director General, the members of the financial commission, and those of the honorary council. The Secretary General of Finance issued administrative regulations and appointed the personnel of the main office and other agents. The number of paid workers was kept at a minimum, most of the work being done by volunteers. C. Piek became the first Director General. He was succeeded by F. W. van Vloten.

The activities of independent philanthropic agencies were restricted. An effort was made by the Nazis to prohibit separate collections and even to prevent the Church from dispensing charity. The opposition of the Church was too strong, however, and a compromise was adopted whereby all independent agencies were required to receive permission for

1/ Vbl. Nied., 26 October 1940, p. 538.

donations.

Collections for the Winter Help were never supported by the populace in spite of Nazi pressures. Aside from the fact that the Dutch refused to support a Nazi-sponsored organization, the financial irregularities in the Winter Help cast a shadow upon its activities. In August 1943 its financial affairs were transferred to the General Accounting Office.1/

b. The Dutch People's Service (Nederlandsche Volksdienst--NVD)

The second Nazi-dominated welfare institution in the Netherlands was founded in July 1941. It was patterned after the German Volkswohlfahrt and its purpose was nearly identical with that of the Winter Help. (See B 4, a.) The Director General of this latter organization was also the Director General of the NVD. The NVD covered the entire welfare field. All existing Dutch Welfare institutions had to choose between joining voluntarily with the NVD or being liquidated and having their assets confiscated. The scheme of organization of the NVD provided for administrative units established throughout Holland. These units were called buurtschappen, each of about 10,000 people, which were in turn subdivided into small areas (wijken). Each area consisted of 10 blocks (blokken).

The NVD was supposedly independent of party politics. Threoretically its only purpose was "to help in any emergency every Dutchman, regardless of his creed or principles, and to raise the standard of welfare of the Dutch people." Actually it was an NSB organization under German control -- its officials being members of the NSB. It provided a means of creating goodwill and a feeling of

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1/ Vbl. Ned., 24 August 1943, p. 276.

obligation among those who benefited from such an agency. Therefore the Nazis were particularly zealous in attempting to control the whole field of social welfare at the expense of the established charitable agencies. The Nazis, however, were not entirely unsuccessful.

2. Public Health

a. Methods of Control

In securing control of public health agencies the Nazis employed their usual techniques. First, all existing public health institutions, even those which were private, were brought under a strict state control. Second, control over personnel was established by appointing Dutch Nazis to vacated posts and by forcing the old personnel to join public health organizations under the leadership of members of the NSB. Following these tactics the group health co-operatives and the private hospitals were taken over, while the social security system was reorganized in accordance with Nazi standards. The hospitals were brought under government control on 15 February 1943.1/

b. Group Health Co-operatives

Group health co-operatives [illegible] were very popular in the Netherlands among the lower-income groups. A series of three decrees placed these co-operatives under German domination. The first decree (16 August 1941) placed all health co-operatives under the Secretary General of Social Affairs, with whom they registered and from whom they received permission to operate.2/ He delegated his authority to the Director General of Public Health, who in this function was called Commissaris. He was assisted by an advisory council. The second decree (6 September 1941) provided for the plan of organization of the council, which

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1/ Vbl. Nied., 30 January 1943, p. 72.
2/ Vbl. Nied., 16 August 1941, p. 682.

was to consist of fifteen members representing civil servants, doctors, insurance specialists, and representatives of the labor organizations.1/ The third decree (23 October 1941) regulated the relationship between the doctors and the group health co-operatives and extended the services rendered by the approved co-operatives.2/

3. Control of Medical Personnel

Aside from appointing pro-Nazis to all vacancies in the public health system, the Germans exercised great pressure on all medical personnel to join the medical societies founded under the leadership of members of the NSB. When it became apparent that the majority of the doctors would never join voluntarily, the state intervened. On 18 December 1941, a Physicians' Chamber was founded,3/ membership in which was compulsory. A doctor with dictatorial powers was placed in charge of the Chamber. If he wished, he could consult an advisory council consisting of members of the Chamber. Regional offices were founded to assist this council. The Chamber was placed under the direct supervision of the Secretary General for Social Affairs. Several members of the NSB have had a chance to head the Physicians' Chamber but each failed to gain the support of the Dutch doctors. In resisting obligatory membership in the Physicians' Chamber, the Dutch doctors started a strike which was broken by the Germans only with great difficulty.

At the same time the Dutch Society for Promotion of Medical Science (Nederlandsche Maatschappij tot Bevordering der Geneeskunst) was liquidated, and its assets were transferred to the newly founded Dutch Society of Doctors of Group Health Co-operatives (Nederlandsche Vereeniging van Ziekenfondsartsen).

1/ Vbl. Nied., 6 September 1941, p. 760.
2/ Vbl. Nied., 23 October 1941, p. 848.
3/ Vbl. Nied., 20 December 1941, p. 1005.

On 28 February 1942, a Chamber was also set up for veterinarians,1/ and on 25 March 1942 similar organizations were founded for dentists and pharmacists.2/

4. The Social Security System and Civil Service Pensions

The social security system and civil service pensions were likewise Nazified. The simple expedient of denying benefits to those who refused to collaborate was sufficient to turn the whole field of social welfare administration toward National Socialism.

The decree of 8 July 1941 made it possible to dismiss any civil service employee without a pension even though the position had previously provided a pension.3/ Administration of workmen's benefits was placed in the hands of the Nazi Dutch Labor Front, and benefits were paid only to Nazi sympathizers. (See L 2 c.) Likewise, relief for air-raid victims was placed in the hands of Dutch Nazis.

1/ Vbl. Ned., 28 February 1942, p. 79.
2/ Vbl. Ned., 25 March 1942, p. 115.
3/ Vbl. Ned., 8 July 1941, p. 523.

S. THE YOUTH MOVEMENTS

1. Pre-Invasion Movements

Prior to the invasion there were a large number of youth organizations in the Netherlands, associated with a political party, a church, or an international organization. The best known were the Boy Scouts, the youth affiliation of the Socialist Party (Arbeiders Jeugd Central), the Roman Catholic Youth Association (De Roomsch Katholieke Jeugd Vereeniging), and a Roman Catholic Society for girls called De Graal. The only National Socialist youth organization in the Netherlands prior to the invasion was the National Youth Storm (Nationale Jeugdstorm) which was founded in 1934. Aside from these general organizations there were specialized organizations. One of the largest of these was the Netherlands Youth Hostel Organization (Nederlandsche Jeugdherberg Centrale), which operated all youth hostels in the country and organized excursions, hikes, etc.

2. Nazi-controlled Youth Organizations

With the exception of the National Youth Storm, none of the youth organizations was willing to co-operate with the Nazis. Therefore, all non-Nazi youth organizations were liquidated. A gradual procedure was followed: some organizations liquidated themselves, while some were forbidden on account of their political connections; others merged with the Jeugdstorm.

a. The National Youth Storm (Nationale Jeugdstorm--NJS)

The National Youth Storm, affiliated with the Dutch Nazi Party, was openly encouraged and supported. An elaborate organization was set up for boys as well as for girls.

b. The Netherlands Youth Hostel Association (Nederlandsche Jeugdherberg Centrale--NJHC)

The NJHC was taken over by the NJS: the organization

continued to exist but was placed under NSB leadership and only members of the NJS were permitted to use the hostels. The expense of propaganda campaigns and of expansion of the NJS was paid for in part by taking over all assets of the former youth organizations.

c. The Hitler Youth (Hitler Jugend)

One other youth organization permitted in Holland was the Hitler Youth, a purely German organization of which only children of German nationals were members. A close co-operation was established between the Hitler Youth and the NJS, and many joint meetings and excursions were organized. The Germans hoped that the Hitler Youth would have sound "Germanic" influence on the Dutch youth.

d. Meta

In June 1943 the Meta, a section of the NSVO, was founded. This was an association for girls between the ages of eighteen and twenty-five. A uniform was prescribed for its members. Full membership was achieved only after a three-months probationary period.

T. OPPRESSED MINORITIES AND ORGANIZATIONS

1. The Jews

a. Pre-Invasion Treatment

When the Germans invaded Holland, they set about the destruction of a Jewish community which had enjoyed complete freedom since the fourteenth century. The number of Jews in Holland in 1930 was 111,917, the great majority of whom lived in Amsterdam (65,523). During the years between 1933 and 1940 some 25,000 to 30,000 refugees from Germany, Austria, and Czechoslovakia augmented this number. In modern Holland the Jews occupied an important place in political, economic, and cultural life. Complete equality of political rights brought a number of Jews to Parliament and other important public offices.

b. Post-Invasion German Pressures

Only a small number of Jews succeeded on the eve of the Nazi occupation in escaping to England and France. Those who remained were granted respite for a short period because the Germans still had hope of winning the Dutch people over to their side, and did not wish, therefore, to provoke the resentment of the Hollanders by the usual anti-Jewish campaign.

In Holland itself there were only two small groups which favored anti-Jewish measures -- the NSB and an even smaller faction which published the anti-Semitic weekly De Misthoorn.

As soon as the Germans realized that the population in the Netherlands was not willing to be converted to National Socialism, but, on the contrary, adopted an increasingly hostile attitude, the Nazis saw no reason to postpone the planned anti-Jewish measures any longer. Their ultimate aim was the total elimination of the Jews from the Netherlands

either by extermination or deportation, but in order not to provoke too much resistance from non-Jewish Dutch people, the Nazis decided to proceed gradually. After preliminary repressive measures were instituted, the Nazis began a ruthless scheme of eliminating the Jews from social and economic life and isolating them from the rest of the population. According to reports, there were officially no longer any Jews at liberty in the Netherlands in November 1943.

(1) Elimination from Economic and Social Life

In October 1940 it was provided that all Jews who held civil service posts could no longer be promoted and no more Jews could be appointed. This was followed by a general dismissal in November. All Jewish enterprises had to be registered to determine which businesses were to be considered Jewish. Four classifications of Jews were set up.1/ In January 1941 all Jews had to register and carry an identification card marked with the letter "J".2/ Three months later all Jewish enterprises had to accept the supervision of a German trustee.3/

In August 1941 the first of three decrees was issued, officially placing all Jewish property in trusteeship with a trust company using the name of a Jewish firm, Lippman Rosenthal and Co. Dividends from these properties were turned over to the owners but actually the legitimate owners received only sufficient returns for their subsistence. The first decree forced the Jews to register their property, the second forced them to transfer this property to the new Lippmen Rosenthal and Co., and the third one (September)

1/ Vbl. Nied., 26 October 1940, p. 546.
2/ Vbl. Nied., 13 January 1941, p. 19.
3/ Vbl. Nied., 13 March 1941, p. 64.

blocked their accounts.1/ Finally, in October 1941 no Jew was permitted to own or operate any business without permission of the Government.2/ This set of decrees, together with many minor regulations, eliminated the Jews from economic life in the Netherlands.

Their elimination from social and cultural life was left to local Dutch Nazi authorities. Educational restrictions, however, were nation-wide. Jewish children were no longer permitted to go to non-Jewish schools, while Jewish teachers were allowed to teach only the Jewish youth. The number of Jewish students was at first limited and later no Jews were allowed to attend a university. All new cultural agencies which replaced the former Dutch institution were closed to the Jews.

Local regulations forbade Jews entrance to cinemas, theaters, restaurants, cafes, hotels (except when they were operated by Jews), parks, swimming pools, etc. Wherever the local authorities were not willing to co-operate with the local Nazi authorities, orders were issued by higher authorities confirming the action of the local NSB.

(2) Deportation

Rumors of the intended deportation of Jews were current soon after the invasion, but with the exception of the deportation of four hundred Dutch Jewish boys in the spring of 1941, mass deportation did not start until July 1942. The Germans concentrated the Jewish population in certain areas to facilitate and speed up deportation. In 1942 the Jews in rural areas were deported, but on

1/ Vbl. Nied., 9 August 1941, p. 624; 16 August 1941, p. 655; 20 September 1941, p. 715.
2/ Vbl. Nied., 23 October 1941, p. 841.

coastal areas had to move to Amsterdam. On 29 March 1943 all the Jews in the 12 February 1943 all Dutch Jews in the eight inland provinces were ordered to be interned in the concentration camp at Vught. On 14 May 1943 the deportation order was extended to include the Jews living in Amsterdam, and on 28-29 September 1943, the last free Jews in Holland were sent to a camp in one of the northern provinces to await deportation. In the summer of 1944 it was reported that the camp had been closed and that all Jews had been deported to Poland with the exception of a small number who were in posession of foreign visas. They were sent to a camp in Germany to be exchanged for German civilian internees in Allied countries. The only Jews remaining in the Netherlands were those of mixed marriage. They had the choice of being deported or being sterilized. A small number, at the most about 15,000, were reported to be living underground.

2. Free Masons

In accordance with Nazi policy followed in all other countries, the German occupation authorities repressed the Free Masons. Their funds were confiscated for "public purposes." To justify this action the authorities organized expositions with the purpose of exposing the evil of Free Masonry. The Masonic leader, Major General H. van Tongeren, was sent to Germany as a hostage and died in a camp in Sachsenhausen.

U. DISPLACEMENT OF POPULATION

The number of Dutch people evacuated, deported, or displaced has never been announced officially, but it was probably somewhere near a million. The deportation of Dutch laborers, the elimination of the Jews, and the disposition of Dutch fighting units on the Eastern Front have already been described. Two movements have not yet been treated: the evacuation of people from the coastal areas and resettlement of part of the population of Holland in the new Eastern territories of Germany.

1. Evacuation

The Germans designated the coastal area along the North Sea as an evacuation zone for defense purposes. This zone comprised the islands of Vlieland and Texel and the provinces of North Holland and South Holland. It extended eastward from Amsterdam along the Zuiderzee as far as the boundary between Noord Holland and the Province of Utrecht. All of Holland west of a line drawn southward from this boundary, passing through the cities of Utrecht and Breda to the Belgian frontier and parts of the islands forming the Province of Zeeland, were included in the evacuation zone. The evacuation area was subdivided into Zones, each zone having its own regulations. In the most eastern zones no measures were adopted, but in the coastal areas evacuation was carried out. The towns of Den Helder, Velsen, and Zandvoort (in part), for example, were restricted to only bona fide residents. The city of The Hague and Scheveningen were hit the hardest by evacuation regulations. The Germans ordered the complete evacuation of Scheveningen and about half of the city of The Hague. Between The Hague and Scheveningen a concrete wall was built; a large number of houses and buildings were demolished; and normal life in The Hague was disrupted. Many of the government offices

located in The Hague were moved inland.

2. Resettlement in the East

The instrument through which the Germans handled the plan of colonization of Dutch nationals in the East was the Netherlands East Company.

This company, formed in June 1942, co-ordinated the activities of all Dutch enterprises which participated in the development of the occupied Eastern territories. German authorities intended the new company to succeed the old Dutch East Indies Company.

The Netherlands East Company had an initial capitalization of 2,500,000 guilders ($1,350,000). In a series of three decrees, the company was given a monopoly on Dutch settlement in the East, and provided state subsidization, and was granted the Netherlands Bank the right to participate in its capitalization.

M. M. Rost van Tonningen, president of the Netherlands Bank, and F. Gips, a member of the Nazi Commission for Reorganization of Netherlands Economy, headed the enterprise. Leading Dutch businessmen and the mayors of Amsterdam and Rotterdam constituted the board of directors.

Two eastern areas were involved in the project, Eastland (comprising Estonia, Latvia, Lithuania), White Ruthenia, and the Ukraine. The Nazis intended to settle two million Netherlanders in this area.

The confiscated funds of three Dutch East Indies Companies were used for the creation of several subsidiaries of the Netherlands East Company. One of those, the East Shipping Company, ran services between North Sea ports and the Baltic ports of Riga and Reval. This company had its headquarters in Rotterdam and was managed by D. Krantz and F. Gips, both executives in the Netherlands East Company. Three other subsidiary companies, founded in the spring of

1943, were the Labor Service Holland, Ltd., with headquarters in Rovno, the Netherlands East Dredging Company, and the newly created Netherlands East Fishing Company. Each had a definite task in exploiting the Eastern territories.

The Netherlands East Institute was established in the summer of 1943. It took over the activities of the East Company which were not directly connected with actual immigration and the subsequent transportation problem to the East. The department Oostzorg, a subdivision of the Netherlands East Institute, took care of all matters pertaining to morale, housing, etc., for the Dutch workers in the East. The Netherlands East Institute also sponsored Russian language classes at Dutch universities. The reconquest of the territories of the Netherlands East Company ended this German colonization scheme before the liberation of the Netherlands. In August 1944 the office of the Netherlands East Company in The Hague was quietly closed.

1. The Germanic SS in the Netherlands

Although the Germanic SS was not the largest, it was the most important native military unit in Holland. Its political influence in the country went beyond its military strength. The original name of "Dutch SS" was changed on 1 November 1942 to "Germanic SS in the Netherlands." Its members were a selected group of Dutch National Socialists who favored the annexation of Holland to Germany. They were the most militant pro-German group in the Netherlands.

Members of the SS took an oath of allegiance to Hitler, not to the Dutch puppet Führer, Mussert. The Reich Commissioner issued three special decrees, dated 25 July 1941, exempting them from the law forbidding Dutch citizens to swear an oath of allegiance to the head of a foreign state. 1/

The leader of the Germanic SS was J. H. Feldmeyer, who, in addition to his SS function, also played an important role in the NSB and was often spoken of as possible successor of Mussert as "Leader of the Dutch people." The Germanic SS was divided into five standaards, and each standaard was subdivided into schanzen. SS headquarters were located in Utrecht. De Storm was the official organ of the SS. Several other Dutch military units were completely or partly under SS control, for example, the Landstorm and the Landwacht.

The standaard of the Germanic SS which was fighting on the Eastern Front, called Standart Westland, was made part of the regular Waffen-SS. It was originally intended as a Netherlands Division, of which the Netherlands

1/ Vbl. Nied., 28 July 1941, p. 599.

V. SPECIAL MILITARY AND PARA-MILITARY FORMATIONS

In the Netherlands as in other occupied countries Germany encouraged the formation of native military and para-military formations which would serve German interests directly or indirectly. They also introduced into the Netherlands branches of their own para-military organizations, notably the Organization Todt. The special formations created by Dutch quislings under German encouragement were intended for both domestic and foreign purposes. The domestic purposes which they served were not only propagandist but also military, although in some cases the military ends were achieved through drawing recruits rather than using the formations as a whole. While to some extent the military formations were used for the defense of Dutch territory, the principal purpose was related to the German war against Russia.

The Germans exercised great pressure on the Dutch population, especially Nazi sympathizers, to volunteer for service on the Eastern Front. The Dutch population as a whole, however, was hostile to their plan, and even among German sympathizers only a small percentage was actually willing to fight against the Russians. The highest estimate of the number of volunteers was twenty-five thousand.

Volunteer Legion and the special WA Regiment would also be units. This plan did not materialize and on 23 July 1943 Mussert announced plans for a Pantser Grenadier Divisie Nederland, which would comprise all Dutch units and which would be connected with the Waffen-SS. The exact strength of the Standart Westland is not known.

2. The Defense Section of the NSB (De Weer Afdeeling--WA)

The Weer Afdeeling was the defense section of the Dutch Nazi Party, whose existence dated back nearly to the foundation of the NSB itself. The functions of the WA were primarily the defense of the NSB, but in reality its members were the most fanatical elements of the NSB movement and tried to promote and spread National Socialistic doctrines by every means at their disposal. Prior to the German invasion the WA was forbidden to appear in public because its activities were accompanied by violence and disorder. The strength of the WA in 1942 as given by its commander, J. A. Zondervan, was twenty-five thousand men.

When the Germans asked for volunteers for the Eastern Front, it was logical that the WA should send a number of its members. A separate regiment for service in Russia was formed and great pressure was exercised on the WA members to join. It was intended as a component of the Divisie Nederland and later of the Pantser Grenadier Divisie Nederland. The recruiting of WA members for service in Russia and the formation of other para-military units resulted in a steady decline of the importance of the WA.

3. The Dutch Volunteer Legion

The Dutch Volunteer Legion was the only Dutch unit founded with the sole purpose of fighting on the Eastern

Front. The Legion was advertised as non-political in order to elicit more response from the Dutch population. Lieutenant General H. A. Seyffardt, an elderly retired Dutch general and the only high ranking professional officer in the Netherlands to turn collaborationist, was chief of the Legion.

Seyffardt was assassinated in February 1943, one week after he was appointed member of Mussert's personal cabinet. The name of his successor is not known. His place was taken temporarily by J. Tuinstra with the title of Acting Commander. The number of volunteers, however, was very small, and estimates of its strength vary. The original strength was given as 2,100, of which number only 700 were left on 17 October 1942. An active propaganda campaign for more volunteers was constantly conducted in the Netherlands, for which purpose a special propaganda company, consisting of Dutch journalists and film operators, was attached to the Legion to send reports of the unit's experiences to Holland.

4. The Landstorm

The Landstorm, called the Landwacht until 20 October 1943, was established in the Netherlands in March 1943.1/ From the decree of the Reich Commissioner and from Mussert's commentary on this newly formed Netherlands Territorial Defense Force, one gathers that the guard was formed under the auspices of the SS but was not to be led by them. It was not intended to be an SS guard formation but a regular army unit with the task of territorial defense against enemies in the interior and from abroad. The guard was incorporated in

1/ Vbl. Nied., 12 March 1943, p. 116.

the framework of the Waffen-SS, and control over it was placed in the hands of SS/Polizeiführer Rauter. All Dutchmen between the ages of seventeen and fifty who were unable to serve in the Volunteer Legion or the Waffen-SS could join the newly created guard. An oath had to be given to Adolf Hitler as the Führer of the Germanic Peoples. The commander of the Netherlands Landwacht was SS Oberführer Knapp. Although originally all members of the NSB were to join, Mussert later issued a directive making the enlistment of all NSB officials contingent upon receiving permission. Soon after this home guard was formed, Rauter declared that its members should be prepared to defend the new Europe anywhere. Consequently great pressure was exercised on the members to volunteer for service on the Eastern Front. Several groups were reported to have volunteered and to have been incorporated into the Waffen-SS. The strength of the Landstorm in November 1943 was estimated at approximately four thousand men.

5. The Landwacht

On 17 October 1943, Hans Rauter, Commissioner General for Public Safety, announced the formation of a new unit called the Stads en Landwacht (City and Country Guard), which was later known as the Landwacht. The new organization was to protect the lives of National Socialists. This announcement followed an earlier statement that NSB members would be armed to protect themselves against the many attacks made on them by Dutch patriots. The newly organized guard was officially recognized on 13 November 1943, 1/ and on 11 December 1943 it was reported that Cornelis van Geelkerken, Deputy Leader of the NSB, would be the Inspector General of the new unit, and that J. A. Zondervan, Commander of the WA, and J. H. Feldmeyer, Leader of the Germanic SS in the Netherlands,

1/ Vbl. Nied., 13 November 1943, p. 359.

would be inspectors.

/Part of the organization was on permanent active duty, officers and men being housed in barracks; the other part consisted of a reserve which performed duties only during the time they could spare from their ordinary civilian activities. In April 1944 the Landwacht began to function officially, and its members soon became known for their ruthlessness.

6. Organization Todt (OT)

There was a western branch of the Organization Todt which embraced the territory of France, Holland, and Belgium. This branch was known to have comprised a single operational group called Einsatzgruppe West with headquarters at St. Croix near Bruges, Belgium. Einsatzgruppe West was subdivided into operational staffs (Einsätze) of which there were one each for France, Belgium, and Holland. Each Einsatz comprised one or more Chief Works Directorates (Oberbauleitung). The operational staff at Rotterdam covered the area of Holland. It had two Chief Works Directorates -- one for North Holland with headquarters located at Haarlem, and one for South Holland, with headquarters situated at Rotterdam.

OT had more than one hundred thousand foreign members, of which a large number were reported to be Dutch. The organization was established for the purpose of building roads, railways, armament factories, fortifications, quays, electric power plants, port facilities, and the Westwall.

Laborers in the OT lived in camps. The OT had its own prison camps, the one in Holland being located in Goede.

The Schutzkorps, known as the SK, was that part of the OT which was assigned the task of guarding West Coast installations. Many WA members belonged to the SK. Members of the SK were volunteers and they were required to take an oath of allegiance to Hitler.

W. THE INCREASE OF WEHRMACHT POWERS AND THE STATE OF EMERGENCY

In 1944 the imminence of Allied invasion led the Reich Commissioner to issue several decrees which provided for an increase in the powers of the German Military Commander in the event that it became necessary to declare a state of emergency. This was a different procedure from that followed in Belgium, where the military administration was eventually replaced by a German civilian administration under SS leadership.

The first decree preparing for the possible state of emergency was issued by Seyss-Inquart on 21 February 1944.1/ The Reich Commissioner insured the general continuation of his own authority by stipulating that in the battle zone that might be established in the Netherlands his existing administrative and judicial organization, together with its Dutch sub-structure, would remain intact; further; he appointed two officials who would serve as his special deputies in the battle zone. Dr. Friedrich Wimmer, the German Commissioner General for the Administration of Justice in the Netherlands, was to be General Deputy for Civil Affairs; SS and Police General Hanns Rauter, the German Commissioner General for Public Safety, was to function as the Deputy for Police Affairs. On the other hand, the Commander of the Wehrmacht was empowered to issue orders in civil affairs insofar as they should be necessary to the fulfilment of his military functions. These orders of the Military Commander were to be carried out so far as possible by the Reich Commissioner and by the two above-mentioned Special Deputies. Where it was necessary from a military point of view, the orders might be given directly to the German and Netherlands organs of authority in two spheres--transportation and communications, including post, telephone, the construction

1/ Vbl. Nied., 21 February 1944, p. 7.

of roads and bridges, and waterways. In cases where the Wehrmacht Commander delegated authority to subordinate organs or officers, the orders given were to be carried out by the local deputies of the Reich Commissioner in the provinces.

A second decree, issued by the Reich Commissioner on 13 May 1944, 1/ covered the procedure for declaring a state of emergency and went into further detail with regard to the administrative and legal conditions of such a state. A state of emergency, if required by the military situation, could be declared by the Reich Commissioner on the proposal of the Wehrmacht Commander. The decree provided that during the state of emergency the commission of acts aiding the enemy or prejudicing the military resources of Germany, as well as any opposition to measures of the occupying power or disturbance of public order, would be punished with death or, in case of extenuating circumstances, long prison terms. It imposed upon officials and upon civilians engaged in essential industries or occupations the duty of continuing at their posts. Such officials and civilians were also to carry out the orders which might be given them by military organs or troop leaders. For the rest, the decree was given over chiefly to the repetition of the stipulations in the February decree concerning the powers to be exercised respectively by the Reich Commissioner and the Wehrmacht Commander. To these stipulations it was now added that the deputy of the Reich Commissioner, i.e., the General Deputy for Civil Affairs, could send representatives to the Field Commanders or the troop leaders, while the Deputy for Police Affairs could send representatives not only to German Wehrmacht officers but also to officers commanding various branches of the police. Other salient provisions

1/ Vbl. Nied., 13 May 1944, p. 37.

were that the organization of the Arbeitsberich of the NSDAP in the Netherlands remained undisturbed by the decree, and that the state of emergency could be lifted by the Reich Commissioner on the proposal of the Wehrmacht Commander.

On 4 September 1944, when Allied troops entered Holland, the Reich Commissioner declared a state of emergency for all of occupied Holland as planned by the above-described decrees. Simultaneously a rigid curfew between 8.00 p.m. and 4.00 a.m. was clamped down throughout occupied Holland by Rauter, German Commissioner for Public Safety in the Netherlands. The proclamation of the state of emergency read as follows:

> I announce an emergency state for the occupied Netherlands. The population must observe quiet and order. Everyone must remain at work in his office or trade and execute his duties in a normal way and fulfill his obligatory tasks.
>
> Flight from menaced territories is forbidden.
>
> All instructions from military authorities to civil institutions and offices must be carried out most carefully.
>
> Acting upon one's own initiative is likely only to endanger one's life.
>
> Resistance against the occupying force will be broken with arms in accordance with orders given to the German troops.
>
> Trying to contact the enemy or to impede the offensive force of the German Reich and her allies or to hinder the carrying out of military orders is punishable by death or long prison sentence.
>
> Any opposition to this order and every obstruction of labor or sabotage of economic life also is punishable by the death penalty or long prison sentence.1/

Presumably the provisions of the decress regarding division of authority between Reich Commissioner and the Wehrmacht were carried out, though there are no details

1/ Aneta dispatch, London, 13 September 1944.

as to the developments. The decrees represented, on the one hand, the tendency of the Germans to adapt the occupational pattern to military interests wherever necessary, this adaptation taking the form of giving the Wehrmacht a direct or indirect authority in certain spheres of civil affairs. On the other hand, the decrees signalized also the reluctance to reduce the authority of the Reich Commissioner more than necessary. The Reich Commissioner in the Netherlands retained complete control outside the spheres of transport and communications and, even in those spheres, had the right except in special cases to execute the orders of the Wehrmacht through his own representatives and subordinates.